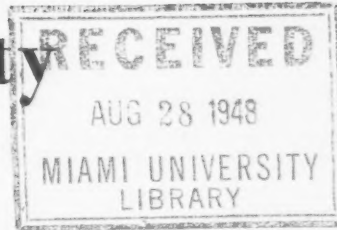


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# Social Security Bulletin



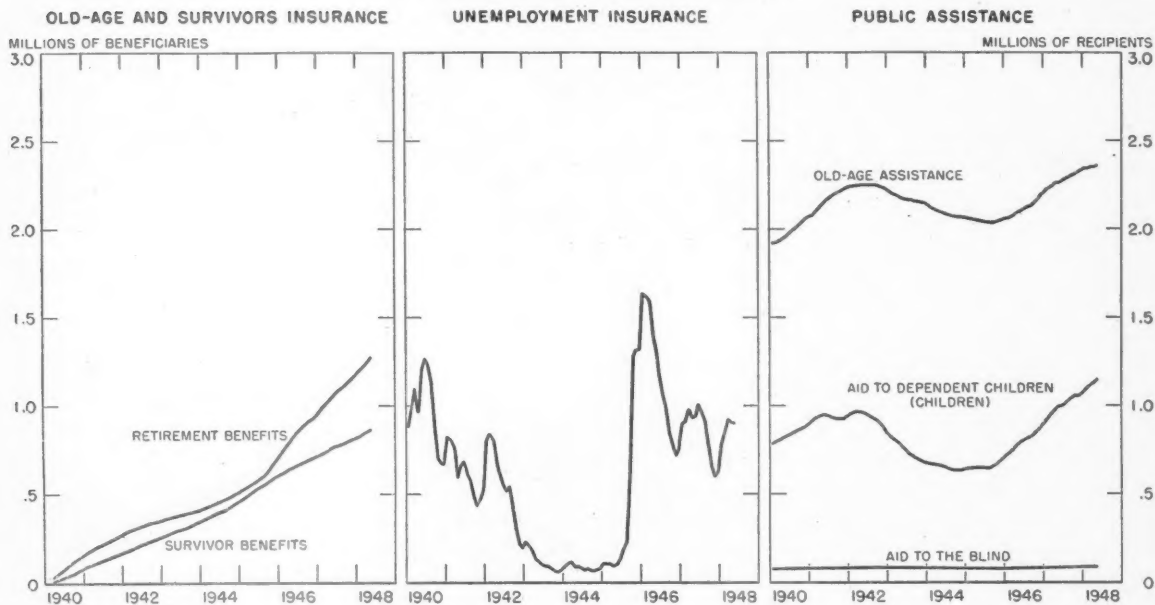
July 1948  
Vol. 11 No. 7

*Social Security Legislation, 1948*  
*Hearings in Public Assistance*

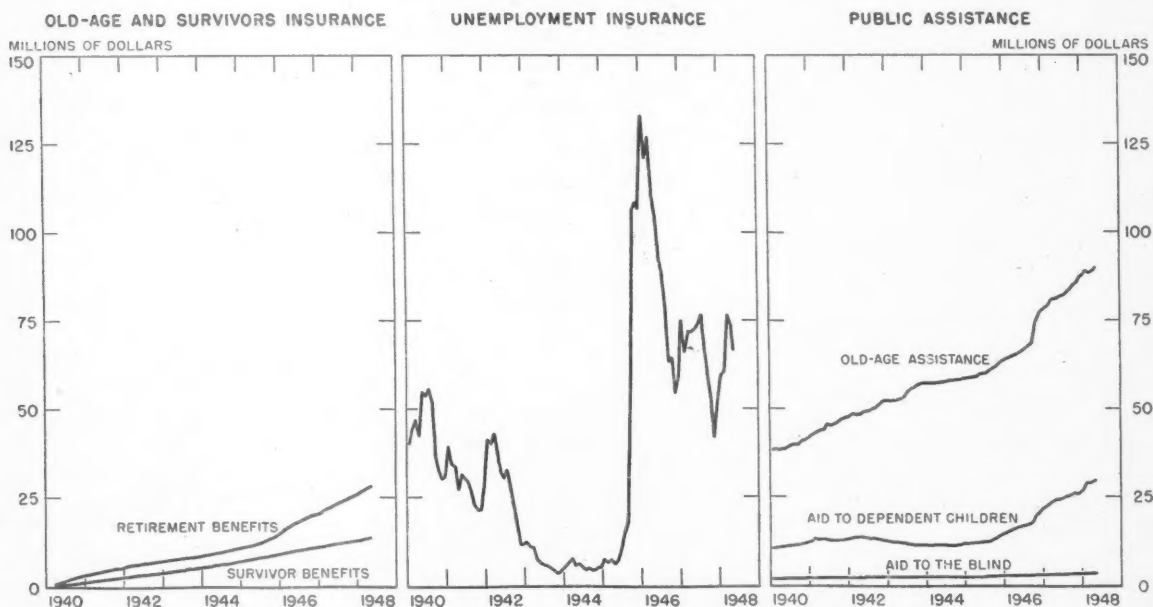
FEDERAL SECURITY AGENCY  
SOCIAL SECURITY ADMINISTRATION  
WASHINGTON, D. C.

# Social Security Operations\*

## INDIVIDUALS RECEIVING PAYMENTS



## SOCIAL SECURITY PAYMENTS



\*Old-age and survivors insurance, beneficiaries actually receiving monthly benefits (current-payment status) and amount of their benefits during month; unemployment insurance, average weekly number of beneficiaries for the month and gross benefits paid during the month under all State laws; public assistance, recipients and payments under all State programs.



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# Social Security Bulletin

Volume 11

July 1948

Number 7

## Social Security in Review

### *The Month of May*

Claims for State unemployment insurance decreased substantially during May as a result of the upswing in seasonal employment, the settlement of the soft-coal strike, and certain administrative factors. Total initial claims dropped from 1,045,600 to 1,012,400, but when New York's transitional initial claims are excluded—

This issue of the BULLETIN inaugurates a change in the method of presenting the continuing series of statistical data on current operations of the social insurance and public assistance programs under the Social Security Act and related programs. The feasibility of such a change has been under consideration for some time. It and other modifications are put into effect with this first issue of the new fiscal year because of the curtailment of funds appropriated to the Social Security Administration and the consequent necessity for further cuts in the size of the monthly issue and the staff time devoted to its production.

All regularly recurring statistical tables (on a monthly, quarterly, or other basis) will be continued but will be grouped together at the back of the volume. Textual discussion of operations during the current month, formerly carried in each of the separate program sections, will appear in brief summary in Social Security in Review. Other analytic material on program operations or research studies not carried as special articles will be found in a new section, Notes and Brief Reports.

since they do not represent new unemployment—the number for May is 764,900, the lowest for any month in 1948. The April figure, however, was inflated by an undetermined number of transitional initial claims received in the nine States that began new benefit years during the month. Continued claims dropped from 4,636,000 in April to 4,257,800 in May, partly because of the rescheduling of claims from Memorial Day to the first week in June. All States west of the Mississippi River reported fewer claims of both types.

All but five States—Delaware, Florida, New York, North Carolina, and Virginia—reported declines in initial claims during May. The largest decreases occurred in two of the States that began new uniform benefit years in April—83,700 in Illinois and 29,800 in Massachusetts. Connecticut, which reported a decline of 22,200, shifted to an individual benefit year on April 1, but new claims were received from persons in current compensable status and the effect on the volume of initial claims was the same as it would have

been had the State entered a new uniform benefit year. In Michigan the drop of 22,100 was due to the recall of automotive workers who were laid off in April because of steel shortages caused by the coal strike. Part of Pennsylvania's 21,100 decrease was also attributed to the settlement of the coal strike with the resultant reopening of the mines, resumption of activity in other industries, and the end of transportation curtailments.

The fewer reporting days in May than in April also contributed to the smaller claims load in Pennsylvania as did the expansion in employment in agriculture, food processing, the textile industry, and the apparel trade. The decrease of 9,900 in initial claims in New Jersey was attributed to the high level of industrial and business activity and the beginning of the summer-resort season. In Ohio the decline of 5,200 was due to the resumption of coal mining, the return of workers to automotive-parts plants after the settlement of a labor dispute, and the recall of garment workers after a seasonal lay-off. Indiana's drop of 4,000 was the result of the end of temporary lay-offs in automotive supply and body plants. The in-

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creased claims loads in New York (225,400) and Virginia (11,100) were caused by transitional initial claims received for their new benefit years. When New York's 247,500 transitional initial claims are excluded, initial claims in that State dropped 22,100 during May. Delaware's small increase was caused by lay-offs in the food-processing industry and in an automobile assembly plant and by the fact that on May 1 seasonal workers became eligible for benefits, while seasonal work, which the State defines as the first processing of agricultural products, had not yet begun. In Florida the slight rise was attributed to the winding-up of the citrus canning and packing season and to the beginning on May 1 of a new uniform benefit year for Tampa cigar workers. Lay-offs in hosiery and other textile firms accounted for North Carolina's small increase.

Only seven States—Georgia, Illinois, Maine, Massachusetts, New Hampshire, Rhode Island, and Virginia—reported increases in continued claims during May. All except Georgia began new uniform benefit years in April or May. California reported the largest drop during May, 102,300. As in previous years, this decrease was due to the seasonal rise in agricultural employment. Other large declines were 61,400 in New York, 46,300 in Pennsylvania, and 25,000 in New Jersey. Postponement of claims from the Memorial Day holiday to the first week in June contributed somewhat to the decline in all 44 States, but most of the decrease was due to the same factors that were responsible for the smaller initial claims load.

The average weekly number of beneficiaries dropped for the second successive month, from 903,900 to 898,700, about 40,000 below the average for May 1947. Beneficiaries reached a peak of 912,500 during the week ended May 15, then tapered off in the next 2 weeks, totaling 884,500 during the week of May 29. The number of weeks of unemployment compensated also dropped from 4.0 million to 3.6 million.

Disbursements for benefits during May dropped for the second successive month, from \$73.6 million to \$66.4 million. All but 11 States participated in the decline. Eight of the

11 began new benefit years in April, when additional claimants became eligible for benefits. The other three States in which expenditures increased were Alabama, Florida, and Georgia. Decreases of more than \$1 million were reported by California and New York. The average check for total unemployment rose for the fourth successive month, from \$18.48 to \$18.63.

The ratio of State insured unemployment to average monthly covered employment remained the same in May as in March and April. For every 100 persons covered by State unemployment insurance laws, 3.6 claimants were unemployed during the week ended May 8, 1948. Ratios remained fairly steady in the majority of States.

OLD-AGE AND SURVIVORS insurance benefits at a monthly rate of \$41.9 million were being paid to more than 2.1 million beneficiaries at the end of May. The proportion of the monthly benefits paid to aged beneficiaries (retired workers, wives, widows, and parents) was almost 68 percent of the total number as against 65 percent a year earlier. Monthly benefit awards during May declined to 47,300—about 16 percent less than in April and the smallest number awarded in any month since December 1947. All types of benefits shared in the decline.

THE GRADUAL UPWARD trend in recipients and expenditures for the special types of public assistance continued in May. During the past year, aged and blind recipients have increased consistently, but usually less than one-half of 1 percent a month. The number of dependent children has also risen rather consistently, but somewhat more rapidly; the 1.2 percent increase from April to May was about average for the past year.

Trends in case loads for old-age assistance and aid to the blind were remarkably similar throughout the Nation. Of the decreases in aged recipients reported by 14 States from April to May, for example, none exceeded 0.6 percent; only one of the increases in 36 States amounted to more than 1.6 percent. All the seven increases of more than 1.0 percent occurred in Southern States. The 3.5-

percent increase in Mississippi resulted from the fact that restrictions on adding persons to the case load, in effect since July 1, 1947, because of lack of funds, had been lifted.

Seasonal influences produced a May decrease in general assistance cases of nearly 4 percent. In 19 of the largest cities, where the effects of seasonal employment are less pronounced, general assistance loads declined only 1 percent. The rural States of North and South Dakota reported drops of 20 and 21 percent, respectively.

### *Appropriation for the Social Security Administration, 1948-49*

About \$998 million was appropriated for programs under the Social Security Administration for the fiscal year 1949 in the Supplemental Federal Security Agency Appropriation Act, 1949, passed by the House and the Senate on June 16 after the President had vetoed the bill. More than 95 percent of the total, or \$949 million, was earmarked for grants to States—\$797 million for old-age assistance, aid to dependent children, and aid to the blind, \$22 million for maternal and child welfare services, and \$130 million for unemployment insurance and employment service administration. The grants for public assistance were \$71 million greater than the total appropriations for that program for 1947-48. The \$130 million for unemployment insurance and employment service administration reflected the transfer of the U. S. Employment Service from the Department of Labor to the Federal Security Agency as of July 1. This transfer, which was effected by a provision of the appropriation act (discussed briefly on page 12 of this issue), made the Employment Service once more a part of the Bureau of Employment Security of the Social Security Administration.

Of the remainder of the appropriation for 1948-49, \$45.3 million was allotted for salaries and expenses of the various bureaus of the Social Security Administration, \$3.0 million for reimbursement to the Federal old-age and survivors insurance trust fund for benefits paid in the fiscal year 1947 to survivors of certain veterans of World War II, and \$750,000 for reconversion benefits for seamen.

# Social Security Legislation, January-June 1948: Legislative History and Background

By Wilbur J. Cohen and James L. Calhoun\*

*The following article outlines the legislation in the field of social security enacted by the Eightieth Congress in the first 6 months of 1948. Because of the divergent viewpoints underlying the development of some of the amendments and the implication of the provisions for the social security program, the authors have also sketched in briefly, as a matter of record, the legislative history and background of the various provisions.*

THERE was considerable legislative activity in the field of social security during the second regular session of the Eightieth Congress. Numerous bills to amend the Social Security Act were introduced. One, H. R. 6777, would have extended coverage, increased benefits, and made other changes in the old-age and survivors insurance program. It had already passed the House and was pending in the Senate Committee on Finance when Congress recessed on June 20. Of the five bills passed by both the House and the Senate in the first 6 months of 1948, the President vetoed four. Three of the four vetoes were overridden.

## News Vendors Bill

On April 20, 1948, the so-called News Vendors Bill, H. R. 5052, introduced by Representative Gearhart, was passed over the President's veto and became Public Law No. 492.

The purpose of Public Law No. 492 is "to exclude certain vendors of newspapers or magazines from certain provisions of the Social Security Act and the Internal Revenue Code." Specifically, it excludes from coverage under old-age and survivors insurance and the Federal Unemployment Tax Act services performed by newspaper and magazine vendors who sell directly to the public, even though their contract with the publisher may vest the publisher with substantial control of the vendor's activities. Probably not more than a thousand workers, ac-

cording to the sponsor of the legislation, are affected immediately.<sup>1</sup>

The new law does not change the status of the ordinary newsboy. Most newsboys are not covered by the Social Security Act, either because they are in fact independent contractors or because they come within the terms of the 1939 amendments to the act, which exclude "service performed by an individual under the age of 18 in the delivery or distribution of newspapers or shopping news, not including delivery or distribution to any point for subsequent delivery or distribution."

The amendments to the taxing provisions of the old-age and survivors insurance program and to the Federal Unemployment Tax Act are applicable with respect to services performed after December 31, 1939. For the purposes of the Federal unemployment tax, services performed before July 1, 1946, shall be considered as if the amendment had been in effect since the enactment of the Social Security Act Amendments of 1939.

The act prohibits any credit or refund of any amount paid before its enactment which is an overpayment of tax solely because of the new amendment.

To avoid wiping out benefits and benefit rights which already have accrued under old-age and survivors insurance and on which the worker and his family may have placed reliance, old-age and survivors insurance wage credits based on services performed before enactment of the amendment are not affected.

## Historical Background

One of the first significant steps leading to the passage of the news vendors law occurred in April 1944, when the Supreme Court declared that vendors making street sales at established locations and working full time for the Hearst Corporation and other publishers in Los Angeles were employees of the newspaper for purposes of the National Labor Relations Act (*National Labor Relations Board v. Hearst Publications, Inc.*, 322 U. S. 111). This decision seemed to indicate that the vendors might be employees under the Social Security Act. In 1946 the District Court of the United States for the Northern District of California, Southern Division, heard the cases, *Hearst Publications, Inc. v. United States* and *The Chronicle Publishing Company v. United States* (70 F. Supp. 666, 1946), which dealt specifically with the status, for employment-tax purposes, of vendors in the San Francisco area.<sup>2</sup>

The District Court found that these vendors were employed by the Hearst Corporation under agreements negotiated for them by an American Federation of Labor union of their own choosing. Under these agreements the publishers selected the vendors, designated their place, days, and hours of service within certain conditions in the contract, and fixed the profits they were to derive from the sale of each newspaper. The vendors were expected to be at their corners at press-release time, stay there for the sales period, be able to sell the papers, and take an interest in selling as many papers as they could. To see that they complied with the publisher's rules, the vendors were supervised by the publisher's employee, the "wholesaler." The wholesaler was authorized to report the vendor if the vendor failed in any of his duties, and was required to report any infraction to the publisher, who could then discontinue further sales to the vendor or report him to the union for disciplinary action. The vendor was required to sell his papers complete with sections in

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<sup>1</sup> *Congressional Record* (daily edition), Apr. 14, 1948, p. 4535.

<sup>2</sup> Reprinted in *Newspaper Vendors: Hearings Before the Committee on Ways and Means, House of Representatives . . . on H. R. 3997*, pp. 30-37.

the order designated by the publisher and to display only newspapers on the stands or racks that were furnished by the publisher at the latter's expense. He was not allowed to sell a competitor's newspaper without the publisher's consent. The vendor incurred no expense or risks save that of having to pay for papers delivered to him which by reason of loss or destruction he was unable to return for credit. Moreover, a vendor "was guaranteed by contract a minimum weekly profit." In effect, the vendors were subject to the publisher's control.

The District Court on January 2, 1947,<sup>3</sup> held that these particular vendors were employees of the publishers for employment-tax purposes. The Hearst Corporation appealed the decision to the Circuit Court of Appeals for the Ninth Circuit, which affirmed, per curiam, the District Court decision on June 23, 1948.<sup>3</sup>

### Legislative History

In June 1947, Representative Gearhart introduced a series of three bills, H. R. 3704, H. R. 3920, and H. R. 3997,<sup>4</sup> which would have excluded all news vendors from coverage under the Social Security Act. The Committee on Ways and Means of the House of Representatives on June 12 conducted public hearings on H. R. 3997, at which representatives of the publishers and of the Social Security Administration testified.<sup>5</sup> Both houses of Congress passed H. R. 3997 without a record vote. On August 6, by means of a pocket veto, the President killed the bill,<sup>6</sup> pointing out, in a strongly worded message, that the legislation would "establish a precedent for special exemption, and the exclusion of one group would lead to efforts to remove social security protection from workers in other activities. Demands for further special legislation would be inevitable." The President also warned that "we must not open our social security structure to piecemeal

attack and to slow undermining. We must, instead, devote our energies to expanding and strengthening that system."

On January 20, 1948, Representative Gearhart introduced H. R. 5052, a bill identical with the one vetoed the preceding year. The Committee on Ways and Means reported the bill for passage on February 3 (H. Rept. 1320), saying "whatever effect it may have on the extension or restriction of existing coverage provisions is purely incidental to its main purpose, which is the removal of a substantial area of ambiguity and confusion in the application of the coverage provisions of the act. The bill has the unqualified endorsement of the newspaper publishers, the vendors concerned, and their union representatives." The House of Representatives passed the bill without debate and without a record vote on March 4.

In the Senate the Committee on Finance reported the bill on March 13 to the Senate without amendment (S. Rept. 985). The Senate, without debate, adopted the bill on March 23, again without a record vote.

President Truman vetoed the second news vendors bill on April 5, 1948.<sup>7</sup> In his message he called attention to the danger of the bill. "This legislation," he said, "has far greater significance than appears on the surface. It proposes to remove the protection of the social security law from persons now entitled to its benefits. Thus, it raises the fundamental question of whether or not we shall maintain the integrity of our social security system.

"H. R. 5052 would remove social security protection from news vendors who make a full-time job of selling papers and who are dependent on that job for livelihood. Many vendors of newspapers are excluded even at present from coverage under the Social Security Act because they are not employees of the publishers whose papers they sell. But some vendors work under arrangements which make them bona fide employees of the publishers and, consequently, are entitled to the benefits of the Social Security Act.

"If enacted into law, this bill would make the social security rights of these

employees depend almost completely upon the form in which their employers might choose to cast their employment contracts. Employers desiring to avoid the payment of taxes which would be the basis for social security benefits for their employees could do so by the establishment of artificial legal arrangements governing their relationships with their employees. It was this sort of manipulation which the Supreme Court effectively outlawed in June of 1947 when the Court unanimously declared that employment relationships under the social security laws should be determined in the light of realities rather than on the basis of technical legal forms. I cannot believe that this sound principle announced by the Court should be disregarded, as it would be by the present bill."

The President also declared that he was opposed to other congressional proposals that would deprive workers of coverage under the Social Security Act. "In withholding my approval from H. R. 3997 last August," he said, "I expressed my concern that such a bill would open our social security structure to piecemeal attack and to slow undermining. That concern was well founded. The House of Representatives has recently passed a joint resolution which would destroy the social security coverage of several hundred thousand additional employees. As in the case of H. R. 5052, the joint resolution passed by the House is directed toward upsetting the doctrine established by the Supreme Court last summer that employment relationships should be determined on the basis of realities. The present bill must be appraised, therefore, as but one step in a larger process of the erosion of our social security structure. The security and welfare of our Nation demand an expansion of social security to cover the groups which are now excluded from the program. Any step in the opposite direction can only serve to undermine the program and destroy the confidence of our people in the permanence of its protection against the hazards of old age, premature death, and unemployment."

On April 14 the House voted, 307 to 28, to override the President's veto.<sup>8</sup>

<sup>8</sup> *Congressional Record* (daily edition), Apr. 14, 1948, pp. 4534-4540. See also

<sup>3</sup> The citation for the circuit decision is not yet available.

<sup>4</sup> For a summary of the action on H. R. 3997, see the *Bulletin*, September 1947, p. 15.

<sup>5</sup> *Newspaper Vendors: Hearings . . . on H. R. 3997*.

<sup>6</sup> *Congressional Record* (daily edition), Aug. 15, 1947, p. A4456.

<sup>7</sup> H. Doc. 594, 80th Cong., 2d sess.

and on April 20, when the Senate also voted 77 to 7,<sup>9</sup> to override the veto, the bill automatically became law.

### House Joint Resolution 296

House Joint Resolution 296, which became law on June 14 when it was passed over the President's veto, amends the definition of the term "employee" as used in the Social Security Act and in related sections of the Internal Revenue Code and increases Federal financial participation in payments to needy aged and blind persons and to dependent children.

The first part of the new law (Public No. 642, 80th Cong., 2d sess.) excludes from the coverage of the Federal old-age and survivors insurance program and the provisions of the Federal Unemployment Tax Act any person who, "under the usual common-law rules applicable in determining the employer-employee relationship, has the status of an independent contractor," or "who is not an employee under such common-law rules." Thus, all persons whom the Treasury Department, the Federal Security Agency, or the courts have previously held to be employees covered by the Social Security Act but who do not meet the common-law rules will be excluded from coverage.

The joint resolution was introduced primarily to prevent the release by the Treasury Department and the Federal Security Agency of new regu-

issue of Apr. 12, 1948, pp. 4464-4466, for Representative Eberharter's discussion of the bill.

<sup>9</sup> Ibid., Apr. 20, 1948, pp. 4703-4705, 4706-4707.

TABLE 1.—Federal participation in old-age assistance and aid to the blind under the Social Security Act

Average assistance payment	Federal share under 1946 amendments		Federal share under 1948 amendments	
	Amount	Percent	Amount	Percent
\$15.....	\$10.00	66.7	\$11.25	75.0
20.....	12.50	62.5	15.00	75.0
25.....	15.00	60.0	17.50	70.0
30.....	17.50	58.3	20.00	66.7
35.....	20.00	57.1	22.50	64.3
40.....	22.50	56.2	25.00	62.5
45.....	25.00	55.6	27.50	61.1
50.....	25.00	50.0	30.00	60.0
60.....	25.00	41.7	30.00	50.0

TABLE 2.—Federal participation in aid to dependent children (one-child family) under the Social Security Act

Average assistance payment per child	Federal share under 1946 amendments		Federal share under 1948 amendments	
	Amount	Percent	Amount	Percent
\$6.00.....	\$4.00	66.7	\$4.50	75.0
9.00.....	6.00	66.7	6.75	75.0
12.00.....	7.00	58.3	9.00	75.0
15.00.....	9.00	60.0	10.50	70.0
20.00.....	12.50	62.5	13.00	65.0
24.00.....	13.50	56.2	15.00	62.5
27.00.....	13.50	50.0	16.50	61.1
30.00.....	13.50	45.0	16.50	55.0
40.00.....	13.50	33.8	16.50	41.3
50.00.....	13.50	27.0	16.50	33.0
60.00.....	13.50	22.5	16.50	27.5

lations defining the meaning of the term "employee" along the lines interpreted by the Supreme Court in three cases decided in June 1947. The proposed new regulations would have interpreted the term to include persons whose status had been in doubt before the Supreme Court handed down its decision.

The second part of Public Law No. 642 increases Federal grants to States for public assistance payments, effective October 1, 1948. The Federal Government will now share in the payments to the needy aged and blind up to a maximum of \$50 a month. The previous maximum established by the 1946 amendments was \$45.<sup>10</sup> The maximum payments to dependent children in which the Federal Government will share are raised \$3 a month, from \$24 to \$27 for the first child in a home and from \$15 to \$18 for each additional child. The law also provides that the Federal Government will pay three-fourths of the first \$20 of average payments to the needy aged and blind and one-half the balance of matchable payments; for aid to dependent children, three-fourths of the first \$12 of average payments to such children plus one-half of the balance of matchable payments.

<sup>10</sup> Under the Social Security Act Amendments of 1946 the Federal Government paid two-thirds of the first \$15 of average payments to the aged and to the blind and one-half of the balance up to \$45. It paid two-thirds of the first \$9 of average payments to dependent children and one-half of the balance up to \$24 for the first child and up to \$15 for each additional child in the same home.

### Historical Background

The determination of borderline cases of employer-employee relationship is one of the thorniest problems in administering the social insurance programs. To have his employment covered for old-age and survivors insurance purposes and for Federal unemployment taxes, an individual must render service as an employee for the person employing him. The term "employee" is not defined in the Social Security Act or the pertinent sections of the Internal Revenue Code except that both laws specify that the term "includes an officer of a corporation."

In 1936 the Treasury Department, which administers the provisions of the Internal Revenue Code, and the Social Security Board issued regulations to implement the Social Security Act, in which they spelled out the meaning of the terms "employer" and "employee." Emphasis was placed on the legal right to control the performance of service, but other significant factors were taken into account such as the right to discharge, the furnishing of tools, and the furnishing of a place to work.<sup>11</sup>

During the first years of operation under these regulations the Treasury Department and the Social Security Board issued a number of rulings to clarify the boundaries of employ-

<sup>11</sup> Regulations 90, Relating to the Excise Tax on Employers Under Title IX of the Social Security Act (p. 5); Regulations 91, Relating to the Employees' Tax and the Employers' Tax Under Title VIII of the Social Security Act (pp. 3-4).

TABLE 3.—Federal participation in aid to dependent children (two-child family) under the Social Security Act

Average assistance payment		Federal share under 1946 amendments		Federal share under 1948 amendments	
Per family	Per child	Amount	Per-cent	Amount	Per-cent
\$12.00	\$6.00	\$8.00	66.7	\$9.00	75.0
18.00	9.00	12.00	66.7	13.50	75.0
24.00	12.00	15.00	62.5	18.00	75.0
30.00	15.00	18.00	60.0	21.00	70.0
36.00	18.00	21.00	58.3	24.00	66.7
39.00	19.50	22.50	57.7	25.50	65.4
42.00	21.00	22.50	53.6	27.00	64.3
45.00	22.50	22.50	50.0	28.50	63.3
48.00	24.00	22.50	46.9	28.50	59.4
54.00	27.00	22.50	41.7	28.50	52.8
60.00	30.00	22.50	37.5	28.50	47.5

ment relationship. The common-law meaning of the term "employee" was interpreted as not wholly restricted to cases in which the legal right of control was present. In establishing generally applicable precedents, the largest area in which difficulties were encountered was that of outside salesmen.

In 1939 the House Committee on Ways and Means reported out a bill (which became the Social Security Act Amendments of 1939) that included an amendment to the definition of "employee" by providing a rule of thumb for determining the coverage of certain salesmen. It was proposed that all salesmen be brought under the law as employees unless they were brokers or factors selling on behalf of more than one company and employing at least one assistant salesman in their brokerage or factoring business, or unless the selling was "casual service," not in the course of the salesman's principal occupation. This rule of thumb would have brought under the law all salesmen whose employment relationship was not clear cut and, in addition, would have covered many who were obviously self-employed.<sup>12</sup>

Both the Senate Committee on Finance, to which the bill was referred, and the Conference Committee re-

jected the proposal. The Committee declared that it did not at the time wish the Social Security Act to cover persons who were not employees. However, neither the Committee nor the Congress gave any new indication how the term "employee" should be defined.<sup>13</sup>

The first narrowing of the definition of employer-employee relationship occurred in 1941 with the decision in the case of *Texas Co. v. Higgins* (188 F. (2d) 636). In that and several subsequent cases the courts apparently were guided largely by the language of the contracts between the employers and their agents. In each instance the Government based its case not only on the language of the contract but also on the actual employment conditions that existed between the parties.

As a result of these reversals, the Treasury Department felt obligated to adopt a narrower interpretation of the term "employee" than it had used in the past. It consequently placed chief emphasis on the employer's legal right to control the performance of the alleged employee's services. At no time, however, did the Treasury Department confine coverage to the narrow control test of the employer-employee relationship.<sup>14</sup>

While the Treasury Department altered considerably the character of its rulings on employment-tax liability, the Social Security Board continued to use the broader interpretation of employer-employee relationship followed by both agencies up to 1941. Because of this divergent approach the rulings of the two agencies differed at times, the Treasury Department holding that there was no tax liability in a particular case while the Board held that the employment was covered for benefit purposes.

The restrictive decisions of the lower courts and the narrowed interpretations of the Treasury Department encouraged certain employers to revise their contracts with their agents for the specific purpose of avoiding liability for Federal employment taxes.

<sup>12</sup> H. Rept. 728, 76th Cong., 1st sess., pp. 18 and 61-62. This report stated (p. 61), "A restricted view of the employer-employee relationship should not be taken in the administration of the Federal old-age and survivors insurance system in making coverage determinations. The tests for determining the relationship laid down in cases relating to tort liability and to common-law concept of master and servant should not be narrowly applied. In certain cases even the most liberal view as to the existence of the employer-employee relationship will fall short of covering individuals who should be covered, for example, certain classes of salesmen. In the case of salesmen, it is thought desirable to extend coverage even where all of the usual elements of the employer-employee relationship are wholly lacking and where accordingly even under the liberal application of the law the court would not ordinarily find the existence of the master-and-servant relationship. It is the intention of this amendment to set up specific standards so that individuals performing services as salesmen may be uniformly covered without the necessity of applying any of the usual tests as to the relationship of employer and employee."

<sup>13</sup> S. Rept. 734, 76th Cong., 1st sess., p. 75.  
<sup>14</sup> Testimony of Adrian W. DeWind, Tax Legislative Counsel, Treasury Department, in *Social Security Status Quo Resolution, Hearings Before the Committee on Finance, United States Senate . . . on H. J. Res. 296*, pp. 9-10, 22-23.

The new contracts purported to terminate the employer's right to control performance of service but actually did not alter materially the previous economic relationships.<sup>15</sup>

A typical illustration of this practice is the case of *Nevins, Inc. v. Rothensies* (58 F. Supp., 460, aff'd per curiam, 158 F. (2d) 189), in which a chain drug company made licensees of its branch store managers. The drug company furnished the licensees with equipment and a stock of goods and in fact maintained almost the same economic relationship with them that had previously existed. The court held the licensees to be independent contractors.

In other instances, even when there was no change that implied an attempt to avoid tax liability, the normal arrangements between employers and employees, such as those for many outside sales representatives, could not be realistically evaluated in terms of control alone. All told, more than 1¼ million persons were in the group whose status was not clearly that of an employee or an independent contractor. This group included certain taxicab operators, private-duty nurses, owner-operators of leased trucks, industrial home workers, entertainers, newspaper vendors, contract loggers, commission oil plant operators, mine lessees, journeymen tailors, filling-station operators, and more than 600,000 salesmen.

The legal situation became more and more complex. In 1944 and 1945, several of the courts held for the Government while others followed the 1941 precedents. In all, about 250 cases were litigated. The standards applied by the courts varied widely. Certain of them interpreted the common-law definition of an employee very liberally while others restricted its meaning to the exercise of substantial control.

It was held in *Jones v. Goodson* (121 F. (2d) 176), for example, that taxicab operators were employees. In *United States v. Wholesale Oil Co.* (154 F. (2d) 745) a filling-station operator was held to be an employee. In *United States v. Vogue, Inc.* (145

<sup>15</sup> At the same time, some employers changed their contracts so that their employees could be covered by the social security program.

F. (2d) 609) a seamstress was held to be an employee. In *Grace v. Magruder* (148 F. (2d) 679) coal hustlers were held to be employees.

Many of the lower courts, on the other hand, took a more restrictive view. For example, taxicab operators,<sup>10</sup> a bulk-plant operator,<sup>11</sup> a home worker,<sup>12</sup> and a truck operator<sup>13</sup> were all held to be independent contractors.

The predicament in which the courts found themselves was well stated by the Supreme Court in *National Labor Relations Board v. Hearst Publications* (322 U. S. 111) when it refused to accept the argument that the definition of the term "employee" for purposes of the National Labor Relations Act must be determined by reference to common-law standards. The court declared in part:

"The argument assumes that there is some simple, uniform and easily applicable test which the courts have used, in dealing with such problems, to determine whether persons doing work for others fall in one class or the other. Unfortunately this is not true. Only by a long and tortuous history was the simple formulation worked out which has been stated most frequently as 'the test' for deciding whether one who hires another is responsible in tort for his wrongdoing. But this formula has been by no means exclusively controlling in the solution of other problems. And its simplicity has been illusory because it is more largely simplicity of formulation than of application. Few problems in the law have given greater variety of application and conflict in results than the cases arising in the borderland between what is clearly an employer-employee relationship and what is clearly one of independent, entrepreneurial dealing. This is true within the limited field of determining vicarious liability in tort. It becomes more so when the field is expanded to include all of the possible applications of the distinction.

"It is hardly necessary to stress

particular instances of these variations or to emphasize that they have arisen principally, first, in the struggle of the courts to work out common-law liabilities, where the legislature has given no guides for judgment, more recently also under statutes which have posed the same problem for solution in the light of the enactment's particular terms and purposes. It is enough to point out that, with reference to an identical problem, results may be contrary over a very considerable region of doubt in applying the distinction, depending upon the state or jurisdiction where the determination is made; and that within a single jurisdiction a person who, for instance, is held to be an 'independent contractor' for the purpose of imposing vicarious liability in tort may be an 'employee' for the purposes of particular legislation, such as unemployment compensation . . . In short, the assumed simplicity and uniformity, resulting from application of 'common-law standards,' does not exist."

In order to resolve the welter of conflicting opinions of the lower courts, the Supreme Court took jurisdiction of several cases in this area. In June 1947 it handed down three decisions<sup>14</sup> which involved the proper interpretation of employer-employee relationship under the Social Security Act. In these cases the Court, looking at the social purpose of the law, held that within the meaning and intent of social security legislation the employment relationship should be determined on the basis of the worker's relationship in fact with the person for whom he performed services rather than his technical relationship under common law. All relevant factors in a given relationship should be considered, the Court added, including those recognized by common law. Relevant factors are the degree of control that is or can be exercised over the individual in performance of services, the permanency of the relationship, the skill required in the performance of the work, the investment in the facilities for work, the integration of the individual's work in the

business to which he renders service, and the opportunity for profit or loss from the activities, giving to each such weight as it properly deserves in the light of the statutory aims.

These decisions affirmed in major part the position taken by the Social Security Board and the Federal Security Agency and indicated that the Treasury Department should in the future look to the economic realities of the arrangements between employers and their agents. On the basis of investment and of opportunity for profit and loss, however, the Court classified as independent businessmen some persons whom the Agency had regarded as employees and who might well be so regarded at common law.

In consequence of these decisions, the Treasury Department and the Federal Security Agency established a joint drafting committee to draw up new regulations spelling out in more detail the factors that the court enumerated as significant with respect to the employer-employee relationship under the old-age and survivors insurance and unemployment insurance programs.

On November 27, 1947, the Treasury Department published a copy of the proposed regulations in the Federal Register pursuant to the provisions in the Federal Administrative Procedure Act.

Final publication and issuance of both the Treasury and Federal Security Agency regulations were scheduled for January. Shortly before the scheduled date, however, Senator Millikin, Chairman of the Senate Committee on Finance, and Representative Knutson, Chairman of the House Ways and Means Committee, asked the Treasury Department to defer releasing the regulations until Congress had time to study the question further. Both the Treasury Department and the Federal Security Agency complied with the requests.

### Legislative History, 1948

On January 15, 1948, Representative Gearhart of California introduced House Joint Resolution 296 to "maintain the status quo in respect of certain employment taxes and social security benefits pending action by Congress on extended social security cov-

<sup>10</sup> *Magruder v. Yellow Cab Co.* (141 F. (2d) 324).

<sup>11</sup> *Glenn v. Standard Oil Co.* (148 F. (2d) 51).

<sup>12</sup> *Glenn v. Beard* (141 F. (2d) 376).

<sup>13</sup> *United States v. Mutual Trucking Co.* (141 F. (2d) 655).

<sup>14</sup> *United States v. Silk* (67 S. Ct. 1463), *Harrison v. Greyvan Lines, Inc.* (67 S. Ct. 1463), and *Bartels v. Birmingham* (67 S. Ct. 1547).

erage." As the title indicated, the resolution was designed to amend the definition of an employee in the Social Security Act and in the tax provisions of the Internal Revenue Code relating to old-age and survivors insurance and unemployment insurance taxes, to exclude from coverage "(1) any individual who, under the common-law rules applicable in determining the employer-employee relationship, has the status of an independent contractor or (2) any individual (except an officer of a corporation) who is not an employee under such common-law rules." The resolution, as introduced, would have made the taxing provisions effective as though they had been included in the Internal Revenue Code on February 10, 1939, the date the tax titles of the Social Security Act were repealed and reenacted as part of the Internal Revenue Code, and it would have made the benefit provisions retroactive to August 14, 1935, when the Social Security Act became law. This latter provision would have wiped out any wages posted to the social security accounts for all individuals not employees under the *usual* common-law rules; but the resolution provided that those benefits that were adjudicated before January 1, 1948, on the basis of wages that would normally be excluded by this new definition, would not be disturbed.

The Committee on Ways and Means of the House reported the resolution on February 3, 1948, and recommended its passage to stop the proposed Treasury regulations from going into effect. Otherwise, the report alleged, "endless confusion will result, existing rulings will be unsettled, and many types of relationship fixed by contract will have to be reversed at a time when full emphasis should be given to an increase of production and distribution. The proposed regulations by changing the test in existing regulations for determining whether an individual is an employee will require a review of existing contractual arrangements, and result in extensive litigation."<sup>21</sup>

It was felt that common-law rules should apply at least until Congress

acted to extend coverage under the law. The charges were made that the administering agencies and the Supreme Court had usurped the prerogatives of Congress to extend coverage to types of employment that Congress had never intended to be covered at this time. It was also pointed out that many employers would have difficulty determining actual earnings of salesmen and other workers covered by the proposed regulations.

The report included a minority report opposing its adoption. The minority report, issued by four members of the Committee, contained statements by the Acting Secretary of the Treasury and the Federal Security Administrator opposing the change in the law on the grounds that it would exclude some 500,000-750,000 persons whose coverage had been confirmed by the Supreme Court decisions of 1947. These agencies also believed that the resolution would confuse rather than clarify the meaning of the term "employee" since there is no generally accepted meaning of "usual common-law rules."

House Joint Resolution 296 came up for debate on the floor of the House on February 27. The arguments advanced for and against the measure were substantially those presented in the majority and minority reports of the Committee on Ways and Means. Representative Gearhart and others declared that the resolution would simply continue existing practices and that Congress could extend coverage to independent contractors at a later date.

The opponents of the measure, led by Representative Eberharter, argued that the usual common-law definition of an employee cannot be precisely defined. The alternative, they said, was to use the guides laid down by the Supreme Court to look behind any artificial facade that might be erected in terms of control, and get at the actual facts in individual cases. It would be easier, they contended, to follow the Court's guides than to follow a less liberal definition. Their main argument, however, was that three-quarters of a million persons should be allowed to retain the rights to which they were legally entitled under the Social Security Act. An added advantage would be that States would

not have to revise their unemployment insurance laws to conform to a narrower Federal position.

After considerable discussion, the House passed the resolution by a vote of 274 to 53.<sup>22</sup>

The Senate first acted on House Joint Resolution 296 on April 1 and 2, when the Committee on Finance, under the chairmanship of Senator Millikin, conducted public hearings on the measure. Testimony was given by representatives of several employers, the American Federation of Labor, the Congress of Industrial Organizations, the Treasury Department, and the Federal Security Agency.<sup>23</sup>

On May 6 Senator Millikin reported an amended version of the measure<sup>24</sup> for passage. Mr. Millikin's Committee had eliminated the provision that benefits adjudicated before January 1, 1948, would not be disturbed, and had substituted in its place a more liberal provision preserving "(1) wage credits reported to the Bureau of Internal Revenue with respect to services performed prior to the enactment of this Act or (2) wage credits with respect to services performed prior to the close of the first calendar quarter which begins after the date of the enactment of this Act in the case of individuals who have attained age 65 or who have died, prior to the close of such quarter, and with respect to whom prior to the date of enactment of this Act wage credits were established which would not have been established had the amendment made by subsection (a) been in effect on and after August 14, 1935."<sup>25</sup>

The report which accompanied the amended resolution said: "2. The resolution would maintain the status under the act of those who, prior to the enactment of the resolution, have been given coverage by erroneous construction of the term 'employee' (as defined in the resolution) if social security taxes have been paid into the old-age and survivors insurance trust fund with respect to the covered services."

<sup>22</sup> *Congressional Record* (daily edition), Feb. 27, 1948, p. 1973.

<sup>23</sup> *Social Security Status Quo Resolution, Hearings . . . on H. J. Res. 296.*

<sup>24</sup> H. J. Res. 296, Calendar No. 1298.

<sup>25</sup> *Ibid.*, pp. 2-3.

<sup>21</sup> H. Rept. No. 1319, 80th Cong., 2d sess., p. 2.

"3. The resolution would assure continued benefits to those who will have attained age 65, and to the survivors of those who will have died prior to the close of the first calendar quarter which begins after the enactment of the act and who have coverage under the system because of misconstruction of the term 'employee' (as defined in the resolution) even though social security taxes have not been paid by them or in their behalf."<sup>26</sup>

The Committee had added another subsection to the resolution which requires the Federal Security Administrator to estimate the total amount of benefits that have been and will be paid but which would not have been paid had the resolution been part of the Social Security Act. The subsection also provides that the aggregate amount of such benefits as estimated by the Administrator be authorized to be appropriated to the old-age and survivors insurance trust fund.

The Finance Committee's report is significant because it places a more liberal interpretation on the resolution than was given in the report of the House Ways and Means Committee. When the House later adopted the Senate amendments, it expressed no disagreement with the Finance Committee's interpretation.<sup>27</sup> The report of the Finance Committee makes it clear that the resolution would not confine the meaning of the term "employee" to a restricted concept of master and servant. The report says: "The joint resolution would reaffirm the unbroken intent of Congress that the usual common-law rules, *realistically applied*, shall continue to be used to determine whether a person is an 'employee' for purposes of applying the Social Security Act."<sup>28</sup> The report also declares: "The pending resolution would not disturb the existing Treasury regulation which construes the term 'employee' in the Social Security Act harmoniously with the usual common-law rules.

"The pending resolution will maintain the moving principles of the decisions of the United States Supreme Court in the *Silk*, *Greyvan*, and *Bartels* cases where, in the opinion of your

committee, the Court realistically applied the usual common-law rules. But if it be contended that the Supreme Court has invented new law for determining an 'employee' under the social security system in these cases, then the purpose of this resolution is to reestablish the usual common-law rules, realistically applied."<sup>29</sup>

The Senate report also states: "If we were compelled to interpret these remarks of the Court we would say, in untechnical and summary fashion and without aiming at complete exposition, that the lower courts and administrative agencies were told: Don't be fooled or unduly influenced by the form of the arrangement to which you must apply the Social Security Act. Look to the real substance. Illuminate the usual common-law control tests by regard for all the pertinent facts. This requires that all of the realities that will lead you to the truth must be consulted and weighed along with all other significant indicators of the real substance of the arrangement.

"But this again should be said: If we have misinterpreted these decisions of the Supreme Court, if we have incorrectly called the real moving principles of these cases, if the Treasury's interpretations and the proposed regulation based upon them are correct, then by this resolution we propose to restore the usual common-law rules, realistically applied."<sup>30</sup>

At another point in the report the following statement is made: "The major argument asserted by the Federal Security Agency against the pending joint resolution is that the resolution intends to reenact the past restrictive decisions of the lower Federal courts. In the words of the Federal Security Administrator: 'What disturbs me the most about House Joint Resolution 296 is this line of decisions . . . As nearly as we can judge . . . it seems to be the intention of the sponsors of the resolution to reenact the restrictive court decisions I have referred to . . .' This argument is based upon false premises."<sup>31</sup>

House Joint Resolution 296 was debated in the Senate on June 3. The

first significant development was the approval of the Finance Committee's amendments.<sup>32</sup>

### McFarland Amendment on Public Assistance

Senator McFarland and 22 other Senators then introduced an amendment to the resolution to revise the public assistance provisions of the Social Security Act to increase Federal grants to the States for the needy aged and blind and for dependent children. Senator McFarland pointed out that increased living costs necessitated larger grants for these groups. He explained that under his amendment the Federal Government would put up \$15 of the first \$20 of the average assistance payment made to the aged and the blind and would match the balance of the payments on a 50-50 basis up to a maximum on individual payments of \$50 a month.<sup>33</sup> The McFarland amendment raised the Federal matching provisions for dependent children to three-fourths of the first \$12 of the average payment per child and one-half the balance up to \$27 for the first child and up to \$18 for each additional child in the same home.

Debate on the McFarland amendment and the resolution was continued on June 4, and the amendment was approved 77 to 2. The amended resolution then passed the Senate by a vote of 74 to 6. The House concurred in the Senate amendment without a record vote.<sup>34</sup>

### Presidential Veto

On June 14 the President transmitted to Congress a message vetoing House Joint Resolution 296.<sup>35</sup>

The President first attacked this narrowing of the definition of "employee." "Despite representations to the contrary," he warned, "sections 1 and 2 of this resolution would exclude from the coverage of the old-age and survivors insurance and unemployment insurance systems up to 750,000 employees, consisting of a substantial portion of the persons working as commission salesmen, life insurance sales-

<sup>26</sup> S. Rept. 1255, 80th Cong., 2d sess., p. 2, June 4, 1948, p. 7388.

<sup>27</sup> *Congressional Record* (daily edition), June 4, 1948, p. 7388.

<sup>28</sup> S. Rept. 1255, pp. 1-2. Italics supplied.

<sup>29</sup> *Ibid.*, p. 2.

<sup>30</sup> *Ibid.*, p. 17.

<sup>31</sup> *Ibid.*, p. 18.

<sup>32</sup> *Congressional Record* (daily edition), June 3, 1948, p. 7207.

<sup>33</sup> *Ibid.*, p. 7207 ff. See footnote 10.

<sup>34</sup> *Ibid.*, June 4, pp. 7305, 7306, 7388.

<sup>35</sup> H. Doc. 711, 80th Cong., 2d sess.

men, piece workers, truck drivers, taxicab drivers, miners, journeymen tailors, and others. In June 1947 the Supreme Court held that these employees have been justly and legally entitled to social security protection since the beginning of the program in 1935. I cannot approve legislation which would deprive many hundreds of thousands of employees, as well as their families, of social security bene-

fits when the need for expanding our social insurance system is so great.

"Furthermore, if enacted into law, this resolution would overturn the present sound principle that employment relationships under the social security laws should be determined in the light of realities rather than on the basis of technical legal forms. In so doing, it would make the social security rights of the employees di-

rectly excluded, and many thousands of additional employees, depend almost entirely upon the manner in which their employers might choose to cast their employment arrangements. Employers desiring to avoid the payment of taxes which would be the basis for social security benefits for their employees could do so by the establishment of artificial legal arrangements governing their relationship

TABLE 4.—Additional cost to the Federal Government of the provisions in the 1948 amendments, by State and program<sup>1</sup>

State (ranked by average 1944-46 per capita income)	Additional amount (in thousands)			
	Total	Old-age assist- ance	Aid to depend- ent children	Aid to the blind
Total, continental United States	\$184,401	\$140,512	\$40,010	\$3,879
Per capita income above United States average:				
New York	10,699	6,687	3,801	211
California	12,690	11,035	1,233	422
Nevada	128	128		
New Jersey	1,869	1,391	439	39
Connecticut	1,177	923	245	9
Delaware	120	77	35	8
Washington	4,595	3,828	667	40
Illinois	9,795	7,540	1,975	280
District of Columbia	292	140	139	13
Rhode Island	787	533	245	9
Massachusetts	6,274	5,300	899	75
Ohio	8,508	7,337	968	203
Maryland	1,339	709	602	28
Montana	861	653	182	26
Michigan	7,385	5,463	1,833	89
Oregon	1,591	1,351	237	23
Pennsylvania	9,083	6,323	3,760	
Per capita income below United States average:				
Wisconsin	3,620	2,865	678	77
Indiana	3,880	3,027	739	114
Wyoming	283	235	41	7
Colorado	3,161	2,691	447	23
Idaho	814	630	172	12
South Dakota	903	730	160	13
North Dakota	695	528	160	7
Nebraska	1,752	1,448	273	31
Kansas	2,644	2,133	458	53
Missouri	8,807	6,935	1,872	
Utah	986	701	276	9
Maine	1,049	779	230	40
Iowa	3,432	2,912	448	72
Florida	4,986	3,406	1,413	167
Vermont	449	361	77	11
Minnesota	3,941	3,265	614	62
Arizona	934	642	253	39
New Hampshire	538	410	110	18
Texas	13,926	12,038	1,556	332
Virginia	1,591	982	538	71
West Virginia	2,452	1,317	1,082	53
New Mexico	974	522	427	25
Oklahoma	7,954	5,752	2,046	156
Tennessee	4,605	3,030	1,462	113
Louisiana	4,718	3,298	1,324	96
Georgia	5,783	4,910	736	137
North Carolina	3,661	2,560	914	187
Kentucky	4,379	3,085	1,181	113
Alabama	4,861	3,790	1,006	65
South Carolina	2,710	1,961	671	78
Arkansas	3,676	2,760	820	96
Mississippi	3,074	2,411	536	127

<sup>1</sup> Public No. 642 (H. J. Res. 296). Cost figures based on March 1948 data.

TABLE 5.—Percentage distribution of additional cost to the Federal Government of the provisions in the 1948 amendments, by State and program<sup>1</sup>

State (ranked by average 1944-46 per capita income)	Percentage distribution of additional amount from Fed- eral funds				Percentage in- crease over present expendi- ture from Federal funds	
	Total	Old-age assist- ance	Aid to depend- ent chil- dren	Aid to the blind	Old-age assist- ance	Aid to depend- ent chil- dren
Total, continental United States	100.0	100.0	100.0	100.0	25.4	30.4
Per capita income above United States average:						
New York	5.9	4.8	9.9	5.4	21.7	28.9
California	6.9	7.9	3.2	10.9	20.1	28.9
Nevada	1	1			20.1	
New Jersey	1.0	1.0	1.1	1.0	23.0	30.2
Connecticut	.6	.7	.6	.2	21.0	26.7
Delaware	.1	.1	.1	.2	32.6	30.5
Washington	2.5	2.7	1.8	1.0	19.2	29.7
Illinois	5.3	5.4	5.0	7.2	23.1	28.7
District of Columbia	.2	.1	.3	.3	23.6	31.7
Rhode Island	.4	.4	.6	.2	24.0	30.9
Massachusetts	3.4	3.8	2.3	1.9	20.8	28.6
Ohio	4.6	5.2	2.4	5.2	22.4	20.6
Maryland	.7	.5	1.5	.7	26.9	30.8
Montana	.5	.5	.5	.7	22.4	30.0
Michigan	4.0	3.9	4.8	2.3	23.1	30.0
Oregon	.9	.9	.6	.6	22.5	27.0
Pennsylvania	5.0	3.8	9.6		25.1	28.4
Per capita income below United States average:						
Wisconsin	2.0	2.0	1.7	2.0	23.5	28.7
Indiana	2.1	2.2	1.9	2.9	26.8	29.2
Wyoming	.2	.2	.1	.2	20.8	28.8
Colorado	1.7	1.9	1.1	.6	23.9	28.1
Idaho	.4	.4	.4	.3	23.4	29.5
South Dakota	.5	.5	.4	.3	27.0	31.3
North Dakota	.4	.4	.4	.2	24.9	28.9
Nebraska	1.0	1.0	.7	.8	23.6	30.2
Kansas	1.4	1.5	1.2	1.4	24.2	30.9
Missouri	4.7	4.9	4.5		23.8	26.5
Utah	.5	.5	.7	.2	20.4	27.3
Maine	.6	.6	.6	1.0	23.8	29.6
Iowa	1.9	2.1	1.1	1.9	22.4	27.6
Florida	2.7	2.4	3.4	4.3	23.2	30.3
Vermont	.2	.3	.2	.3	25.9	28.8
Minnesota	2.1	2.3	1.6	1.6	22.7	29.8
Arizona	.5	.5	.6	1.0	20.5	30.5
New Hampshire	.3	.3	.3	.5	23.6	29.7
Texas	7.5	8.6	3.8	8.6	27.5	34.2
Virginia	.9	.7	1.3	1.8	42.2	37.7
West Virginia	1.3	.9	2.6	1.4	39.5	33.7
New Mexico	.5	.4	1.1	.6	25.5	29.1
Oklahoma	4.3	4.1	4.9	4.0	21.1	28.8
Tennessee	2.5	2.2	3.5	2.9	39.5	30.9
Louisiana	2.6	2.3	3.3	2.5	36.8	36.7
Georgia	3.1	3.5	1.8	3.5	41.7	34.7
North Carolina	2.0	1.8	2.2	4.8	43.4	38.5
Kentucky	2.4	2.2	2.9	2.9	44.7	36.3
Alabama	2.6	2.7	2.4	1.7	40.1	39.1
South Carolina	1.5	1.4	1.6	2.0	40.3	48.6
Arkansas	2.0	2.0	2.0	2.5	43.1	36.2
Mississippi	1.7	1.7	1.3	3.3	48.8	46.5

<sup>1</sup> Public No. 642 (H. J. Res. 296). Cost figures based on March 1948 data.

TABLE 6.—Additional cost to the Federal Government of the provisions in the 1948 amendments, by program<sup>1</sup>

Item	Additional amount			
	Total	Old-age assistance	Aid to dependent children	Aid to the blind
	Amount (in thousands)			
Total continental United States.....	\$184,401	\$140,512	\$40,010	\$3,879
12 States with highest per capita income.....	56,904	44,919	10,676	1,309
12 States with lowest per capita income.....	48,847	35,396	12,205	1,246
States with per capita income above national average.....	77,163	58,398	17,290	1,475
States with per capita income below national average.....	107,238	82,114	22,720	2,404
	Percent of national total			
12 States with highest per capita income.....	31.0	32.0	26.7	33.7
12 States with lowest per capita income.....	26.5	25.2	30.5	32.1
States with per capita income above national average.....	41.8	41.6	43.2	38.0
States with per capita income below national average.....	58.2	58.4	56.8	62.0

<sup>1</sup> Public No. 642 (H. J. Res. 206). Cost figures based on March 1948 data.

with their employees. I cannot approve legislation which would permit such employers at their own discretion to avoid the payment of social security taxes and to deny social security protection to employees and their families."

The President then rebutted the arguments advanced in favor of a more restricted meaning of the term "employer." "The expressed purpose of the sponsors of this resolution," he said, "is to exclude from the coverage of the Social Security Act persons who have the status of independent contractors, rather than that of employees. But no legislation is needed to accomplish this objective. Under present law, as interpreted by the Supreme Court, only persons who are bona-fide employees are covered by our social security system."

"Instead of clarifying the distinction between independent contractors and employees, which is a difficult legal issue in many cases, this resolution would revive the confusion which has plagued the administration of the Social Security Act for so many years . . .

"It has been asserted that it would be difficult for employers to keep the necessary records and meet other requirements of the law with respect to the employees affected by this resolution. This is reminiscent of the objections made in opposition to the original Social Security Act in 1935. If such objections had prevailed in 1935, our social security program

never would have been enacted. To allow them to prevail now would threaten the very foundation of the system. I cannot believe that the mere convenience of employers should be considered more important than the social security protection of employees and their families.

"It has also been urged that without this resolution some persons would receive credit toward old age and survivors benefits for three or four past years during which contributions were not collected. If the elimination of these credits had been the real purpose of the resolution, it could readily have been achieved without permanently excluding anyone from social insurance protection.

"If our social security program is to endure, it must be protected against these piecemeal attacks. Coverage must be permanently expanded, and no employer or special group of employers should be permitted to reverse that trend by efforts to avoid a tax burden which millions of other employers have carried without serious inconvenience or complaint."

Then the President turned to the public assistance section of the bill. "Section 3 of this resolution," he stated, "contains provisions—completely unrelated to sections 1 and 2—for additional public assistance of \$5 per month to the needy aged and blind and \$3 per month to dependent children.

"These changes fall far short of the substantial improvements in our pub-

lic assistance program which I have recommended many times. Nevertheless, I am strongly in favor of increasing the amount of assistance payments. Were it not for the fact that the Congress still has ample opportunity to enact such legislation before adjournment, I would be inclined to approve the resolution in spite of my serious objections to sections 1 and 2. Speedy action on public assistance legislation is clearly possible. I note that section 3 of this resolution was adopted as an amendment on the floor of the Senate and passed by both houses in a single afternoon. Accordingly, I am placing this matter before the Congress in adequate time so that the public assistance program will not suffer because of my disapproval of this resolution."

The President concluded his veto with a plea for more general improvement of the social security program saying, "At the same time, I urge again that the Congress should not be satisfied at this session merely to improve public assistance benefits—urgent as that is. There are other equally urgent extensions and improvements in our social security system which I have repeatedly recommended. They are well understood and widely accepted and should be enacted without delay.

"Because sections 1 and 2 of this resolution would seriously curtail and weaken our social security system, I am compelled to return it without my approval."

Several members of the House suggested upholding the President's veto and passing a separate measure embodying the provisions for increasing public assistance grants. On roll call, however, the veto was overridden 297 to 75.<sup>26</sup>

After a brief debate in the Senate, where it also was suggested that the public assistance provisions be passed in a separate measure, the resolution was passed over the veto by a vote of 65 to 12 and became Public Law No. 642 on June 14.<sup>27</sup>

Two days later, Representative Eberhart introduced H. R. 6966, a bill "To restore the status quo in respect of certain employment taxes and

<sup>26</sup> Congressional Record (daily edition), June 14, 1948, p. 8271.

<sup>27</sup> Ibid., p. 8368.

social-security benefits pending action by Congress on extended social security coverage."<sup>38</sup> This bill would have repealed sections 1 and 2 of Public Law No. 642, which amended the definition of employer-employee relationship, but would not have affected the new public assistance provision of that act.

The following day a similar bill, S. 2883, was introduced in the Senate by Senator Hill, for himself and Senator Sparkman.<sup>39</sup> Neither the House nor the Senate bill was considered in committee before Congress recessed.

### U. S. Employment Service Transferred to Social Security Administration

Under the terms of the Supplemental Federal Security Agency Appropriation Act, 1949, the U. S. Employment Service was transferred permanently, as of July 1, 1948, from the Department of Labor and became part of the Bureau of Employment Security of the Social Security Administration. The appropriation act transfers the relevant functions of the Secretary of Labor to the Federal Security Administrator to be "performed by him or, under his direction and control, by such officers and employees of the Federal Security Agency as he may designate."

The appropriation bill, H. R. 6355, became law on June 16, after having been vetoed by President Truman on June 14.<sup>40</sup> The veto was overridden by a vote of 238 to 161 in the House and 72 to 17 in the Senate.

H. R. 6355 was reported out in the House on April 28 and, after debate, passed on the following day by a vote of 271 to 35. Consideration of the appropriations for the U. S. Employment Service, the Bureau of Employment Security, and related appropriations for the Federal Security Agency was delayed until final action had been taken on the President's Reorganization Plan No. 1 of 1948, which provided for transferring the Bureau of Employment Security to the Department of Labor. The President's Plan was finally turned down by Congress on

March 16.<sup>41</sup> On April 2, the Subcommittee on Labor Department and Federal Security Appropriations began hearings on the appropriations.<sup>42</sup>

The bill as reported out and passed by the House transferred the U. S. Employment Service from the Department of Labor to an independent bureau of the Federal Security Agency and there consolidated the Service with the unemployment insurance functions of the Bureau of Employment Security. The result would have been to take the Bureau of Employment Security out of the Social Security Administration.

The Senate voted on June 3 to retain the U. S. Employment Service in the Department of Labor.<sup>43</sup> In conference, it was agreed to transfer the Employment Service to the Federal Security Agency but to place the Employment Service in the Bureau of Employment Security administered by the Social Security Administration.<sup>44</sup>

The appropriations act also transferred to the Federal Security Administrator certain functions and funds previously handled by the Commissioner for Social Security. The act also reduced very substantially the appropriations available to the Commissioner for over-all management, personnel, research, and informational services.

### Importation of Farm Labor

S. 2767, a bill to provide assistance in the recruitment and distribution of farm labor for the increased production, harvesting, and preparation for market of agricultural commodities to meet domestic needs and foreign commitments, became law on July 3 (Public Law 893).

The law authorizes the Federal Se-

<sup>41</sup> See Gladys R. Friedman, "Reorganization Plan No. 1 of 1948: Legislative History and Background," *Social Security Bulletin*, May 1948, pp. 15-21.

<sup>42</sup> *The Supplemental Federal Security Agency Appropriation Bill for 1949, Hearings Before the Subcommittee of the Committee on Appropriations, House of Representatives . . .*, pp. 208 ff.

<sup>43</sup> There was no record vote in the Senate. *Congressional Record* (daily edition), June 3, 1948, pp. 7187-90.

<sup>44</sup> The Conference Report was adopted by both houses on June 9. There was no record vote in the Senate. In the House a vote of 228 to 137 was taken on "the previous question."

curity Administrator to recruit foreign workers within the Western Hemisphere and workers in Puerto Rico for temporary agricultural employment in the United States. It also authorizes the Administrator to direct, supervise, coordinate, and provide for the transportation of such workers from the places of recruitment to places of employment and return them to places of recruitment not later than June 30, 1949. No money was appropriated for carrying out the legislation,<sup>45</sup> which is effective only for the fiscal year 1949.

### Exemption of Income for Aid to the Blind Vetoed

H. R. 6818, a bill to amend title X of the Social Security Act permitting the States to exempt income up to \$40 per month in determining need of applicants for aid to the blind, was passed by the House of Representatives on June 9 and the Senate on June 18, and vetoed by the President on July 2. No public hearings were held on the bill in either house, nor was there a record vote on the bill in either house.

H. R. 6818 provided that additional language be added to paragraph (8) in section 1002 (a) of the Social Security Act, which now reads "that the State agency shall, in determining need, take into consideration any other income and resources of an individual claiming aid to the blind." The language which would have been added by H. R. 6818 was as follows: "except that the State may, in determining income and resources of an individual, disregard any payments, not in excess of \$40, received in any calendar month by an individual for services performed by him." The effect of this provision would be to enable States to determine the eligibility and amount of assistance a blind person is to receive without regard to the first \$40 a month of in-

<sup>45</sup> *Supplemental Hearing on Supplemental Federal Security Appropriation Bill for 1949, Hearings Before the Subcommittee of the Committee on Appropriations, United States Senate . . . on H. R. 6355, May 21, 1948. Second Deficiency Appropriation Bill for 1948, Hearings Before the Subcommittee of the Committee on Appropriations, United States Senate . . . on H. R. 6935, pp. 135-137.*

<sup>38</sup> *Ibid.*, June 16, 1948, p. 8708.

<sup>39</sup> *Ibid.*, June 17, 1948, pp. 8794-5.

<sup>40</sup> H. Doc. 714, 80th Cong., 2d sess.

come he may have from his own labor. Such action by a State is not possible under the present provisions.

The report of the House Committee<sup>46</sup> stated the purpose of the bill as follows:

"This bill is designed to liberalize existing law with respect to payments, by the States, to the needy blind . . . The limit of \$40 conforms to the limit recently recommended in another bill with respect to so-called permissive monthly earnings of beneficiaries under the old-age and survivors insurance program.

"Enactment of the bill should provide a much needed encouragement to blind individuals to become useful and productive members of their community. The States, of course, will determine whether such encouragement is to become an actuality, by electing to avail themselves of the opportunity extended to them in this bill, to disregard certain income in the measurement of need. The Federal Government cannot properly participate in the blind-aid program to the extent of compelling adoption of any particular test in determining the need for assistance.

"The underlying objectives of the bill are in line with recommendations made to your committee from time to time by witnesses appearing in behalf of the blind at hearings on social security revisions. They have urged, and your committee earnestly believes, that blind individuals should be given every possible incentive to pursue useful occupations.

"Aid to the needy blind, in the judgment of your committee is not in the same category with aid programs for the aged, or for other needy individuals. The needy blind are under a double handicap. Their opportunities for gainful employment are sharply reduced and their necessary expenditures are increased by the need for special books, for special medical treatment in some cases, for employment of guides and readers and purchase of special appliances and equipment. As with concessions and special provisions for the blind in other laws, this bill is not regarded by your committee as a precedent for

similar treatment for individuals who are not blind."

H. R. 6818 was introduced by Representative Reed of New York, Chairman of the Subcommittee on Social Security of the House Committee on Ways and Means. An earlier bill—H. R. 6211, introduced by Mr. Reed on April 12—and an identical bill—S. 2590, introduced by Senator Ives on April 30—provided for a mandatory exemption of \$500 a year on income and of \$2,000 on property and optional exemptions above such amounts. Another bill, S. 1491, providing that States may exempt income with respect to blind persons, was introduced by Senator Martin on June 23, 1947.<sup>47</sup> Several bills providing for exemption of income in the public assistance titles of the Social Security Act have been introduced in Congress since the act was amended in 1939 to prohibit such exemptions.<sup>48</sup>

In vetoing the bill, President Truman declared: "I believe that this bill is unsound in principle, would not accomplish the ostensible purpose for which it was enacted, and would do serious damage to our social security program. This bill is contrary to the most important principle on which our entire public assistance program is based—relief of need. If it became law it would inevitably operate unfairly against those needy blind who are unable to work and who have no other sources of income. It would actually lead to reductions in the assistance payments of thousands of blind persons who are most in need of assistance and whose payments are even now far below that necessary to sustain them at a decent standard of living. Payments to these most needy recipients would have to be reduced in order to make available the funds required for the increased payments to those able to earn and who would be benefited by this bill. The most compelling reason for disapproval of this bill is my firm belief that the un-

sound principles on which it is based would seriously hinder further progress in the development of a sound and comprehensive social security program . . .

"There is another fundamental objection to this bill. The aid to the blind program in title X of the Social Security Act, like the other public assistance programs provided in that act, was designed and intended to provide financial assistance at a decent minimum of subsistence to those unable to provide for themselves. Necessarily payments under these programs must be made on the basis of a finding as to the need of each individual for assistance, and for such a finding to be realistic and equitable to all alike, it must be based on a consideration of each individual's earnings from employment and of any other resources available to him. To disregard an individual's income in determining the extent of his need for assistance negates the principle of providing assistance on the basis of need. Once this principle has been breached, grave questions arise as to a logical stopping place to changes of this character short of converting public assistance payments into flat, noncontributory pensions."

### Railroad Social Security Programs

On June 23, the President approved H. R. 6766, a bill amending the railroad retirement and unemployment insurance laws. The amendments (Public No. 744) increase by 20 percent virtually all old-age and disability retirement annuities and pensions and survivor annuities paid pursuant to a joint and survivor election (but not annuities for other survivors); guarantee that every employee who contributes to the system will obtain in benefits, either for himself or for his survivors or a designated beneficiary, an amount at least equal to the taxes he paid, plus an allowance in lieu of interest; and reduce the employer's contribution for unemployment insurance by establishing a system of experience rating based on the size of the railroad unemployment insurance fund. As long as the unemployment reserve is \$450 million or more, the rate is to be

<sup>46</sup> H. Rept. 2253, 80th Cong. 2d sess. See also S. Rept. 1727.

<sup>47</sup> See statements favoring "further liberalization in the law so that blind persons may have every encouragement to be self-supporting" by Senator Ives and Senator Martin during Senate consideration of H. R. 6818. *Congressional Record* (daily edition), June 18, 1948, pp. 8931-32.

<sup>48</sup> For an explanation of the 1939 amendment, see H. Rept. 728 on H. R. 6635, 76th Cong., 1st sess., p. 32.

TABLE 7.—Illustrative monthly old-age and disability retirement benefits under the 1948 amendments to the Railroad Retirement Act, (Public No. 744) <sup>1</sup>

Average monthly earnings	Years of railroad employment			
	10	20	30	40 <sup>2</sup>
\$50: Regular formula.....	\$12	\$24	\$36	\$48
Minimum <sup>3</sup> .....	36	50	50	50
100: Regular formula.....	21	42	63	84
Minimum <sup>3</sup> .....	36	60	60	60
200.....	36	72	108	144
300.....	48	96	144	192

<sup>1</sup> The amounts shown in the table are subject to reduction in the case of nondisabled male employees retiring at ages 60-64 after 30 or more years of service. They are also subject to reduction if the retiring employee had made a joint and survivor election.

<sup>2</sup> In the case of an individual having a "current connection with the railroad industry," and not less than 5 years of service, a minimum monthly retirement benefit is payable equal to the least of (a) \$60, (b) \$3.60 multiplied by the years of service, and (c) the average monthly earnings.

<sup>3</sup> An annuity based on more than 30 years of service is payable only when the entire period of service credited is performed after 1936.

½ of 1 percent; the rate then increases ½ of 1 percent for each \$50 million by which the reserve is less than that amount, reaching the maximum rate of 3 percent if the reserve falls below \$250 million. The law also provides that, out of the unemployment contributions collected, an amount equal to two-tenths of 1 percent of pay rolls is to be allocated to the unemployment administration fund.

The bill was the result of a compromise between representatives of railroad management and labor. Railroad labor had supported proposed legislation for increasing benefits while railroad management was supporting proposed legislation reducing contributions or repealing certain benefits.<sup>40</sup> During the closing days of the session, agreement was reached on a compromise bill, and passage was assured when the legislation was introduced by Representative Wolverton, Chairman of the House Committee on

Interstate Foreign Commerce, and by Senator Taft, Chairman of the Senate Committee on Labor and Public Welfare, and 12 other Senators from both parties.

"It was pointed out to the committee by the representatives of management and labor in the railroad industry," the report accompanying the bill<sup>40</sup> explained, "that the terms agreed upon must be considered as a unit. The bill contains some provisions which, standing alone, management would not recommend and others which, standing alone, the em-

ployees would not recommend. Nevertheless, by considering all the provisions as a unit, both management and employees are in agreement that the bill represents a fair solution to the immediate problems concerning this legislation and recommend that the bill be enacted."

Table 7 indicates illustrative retirement benefits payable under the amended law. The amendments also have the effect of increasing disability annuities but do not affect the amount of benefits to widows, children, or parents under the survivorship provisions added in 1946.

<sup>40</sup> H. Rept. 2154, 80th Cong., 2d sess., p. 2.

## Hearings in Public Assistance

By Bernard W. Scholz\*

*The Social Security Act has always required as one of the conditions for Federal participation in State public assistance programs that the State laws provide an opportunity for a fair hearing to any person whose claim for assistance is denied. When the act was passed, the right to a fair hearing was a new concept in public assistance administration; no standards against which procedures could be measured were available to the States in setting up their programs. The development of the hearing process since that time and its effect on public assistance policy and administration are outlined in the following article.*

IN KEEPING WITH our basic philosophy of government, the principle of due process must be observed in the administration of any law, whether it limits the rights of the individual citizen or whether it establishes and secures new rights for him. In this respect a program for disbursing public assistance funds is no different from any other public program, such as one for collecting revenues by taxation. It is essential that the people affected by the program be guaranteed equal protection under the law. An opportunity for the citizen to be heard on decisions affecting his welfare is one of the fundamental democratic safeguards designed to achieve this end.

The provisions of the Social Security Act for Federal participation in public assistance are based on the concept that the claimant who meets the requirements established in State law has a right to benefits and has a right

to a hearing when he is denied these benefits. It is assumed, of course, that the public assistance agency is so organized and administered that the individual has the right to apply and is assured that his application will be acted upon and that payment will be made promptly if he is found eligible. If this orderly process breaks down, or if the claimant feels that he has not been accorded proper treatment, the hearing process is there to safeguard his rights. It is no substitute for sound administration.

In accordance with our concept of the relationship between the citizen and his government in a democracy, the agency administering the public assistance programs must observe the principle of due process in all its dealings with claimants for assistance. In other words, agency action must follow a well-established and known procedure, based on administrative or judicial precedent and adhering to an accepted pattern. The hearing required by the Social Security Act

<sup>40</sup> See Amendment to Railroad Unemployment Insurance Act, Hearings on S. 670 Before a Subcommittee of the Committee on Labor and Public Welfare, United States Senate . . . June 23 and 24, 1947; Railroad Retirement, Hearing on H. R. 6766 Before the Committee on Interstate and Foreign Commerce, House of Representatives . . . June 2, 1948; Railroad Unemployment Insurance, Hearings on H. R. 5711 Before the Committee on Ways and Means, House of Representatives . . . June 2, 1948.

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is but one facet of this process. It is a method by which issues arising between claimant and agency may be resolved in an administrative proceeding which, if need be, the courts may be asked to review.

Hearings in public assistance are not an appeals process in which the State agency merely reviews the record of the action taken by the local unit and then either confirms that action or sends the case back for further consideration. Instead, the State agency proceeds as if there had been no previous local action and the case had come to the agency for an original determination. All the facts available at the time of the hearing are reviewed, all evidence is examined, and all witnesses are heard, with the sole objective of settling the issue raised by the claimant in requesting the hearing. This issue may be a decision as to an eligibility factor such as age, residence, or degree of relationship of a dependent child. It may concern decisions affecting the amount of the assistance payment, such as the availability of a resource, the existence of certain special needs, or the value of certain items received in kind. Or it may relate to agency procedure—the promptness with which a new application is acted upon, for example, or the method of investigating the financial ability of responsible relatives, or the retroactive correction of an administrative error. It is the purpose of the hearing to settle that issue, and to produce a decision setting forth the agency's findings definitively and unequivocally. The fact that through this decision the local agency's action is upheld or modified is, of course, a factor in administrative relationships, but actually it is only incidental to the hearing process.

### *A New Concept*

In the past, public assistance was administered largely on a discretionary basis. Accordingly, little precedent had been built up in the areas of determination of eligibility for assistance and service on the basis of defined criteria or of determination of need and amount of assistance on the basis of fixed standards, and review of these determinations through a clearly defined and publicized process.

Hearings in public assistance were almost entirely a new concept, and no "guideposts" were available when the first State programs were set up in 1935 under the new Social Security Act. To meet the act's requirement for State plans,<sup>1</sup> State agencies drafted statements assuring the Social Security Board that they would make a fair hearing available to individuals whose claims had been denied. Beyond that, no experience, standards, or requirements existed.

Questions soon arose, however, as the State programs began to operate and as the first hearings were held. There was an obvious need to agree on certain definitions and to analyze certain procedures to determine whether they met the Federal act. What constituted "opportunity" for a fair hearing? What constituted a "fair" hearing? What was meant by "claim"? What characterized the situation in which it could be said that a "claim had been denied"?

Had a claimant had an "opportunity" for a fair hearing if he was unable to be present at the hearing? Or if months had passed between his request for a hearing and the day it was held? Or if the period during which he could file his request for a hearing was limited to a few days? Or if he had to go through a long process of local hearings, local and State proceedings that tended to delay the hearing or to discourage the claimant, and informal State review, before he was actually heard by the State?

As experience was gained, these broader questions proved to consist of many component parts. Had a claimant had a "fair" hearing if it was conducted by the official responsible for the questioned local decision? If he had not been permitted to examine the evidence submitted by the agency? If he had not had an opportunity to question persons possessing relevant information, including agency staff? If information obtained subsequent to the hearing was used in arriving at the decision? If he had requested and been denied the right to be represented by counsel?

Could it be said that a person's "claim" for assistance had been "de-

nied" if he had not been permitted to file an application? If the agency failed to act on his application, either to approve or to deny it? If the agency approved his application but failed to pay the amount of assistance to which the applicant believed himself entitled? If a request for an increase in payments was not heeded? If assistance was arbitrarily decreased or discontinued?

Had the agency met the provisions of the act if it failed to advise applicants and recipients of their right to a hearing? If it reserved the right to accept or dismiss a request for a hearing? If it failed to enforce its hearing decisions? If as the result of a hearing it adjusted future payments but failed to correct former mistakes? If after a hearing it merely remanded cases to the local agency for further action instead of assuming responsibility for the final hearing decision?

Gradually the scope and nature of the problems confronting public assistance agencies in administering the hearing provisions emerged. And gradually it became clear that basic concepts, which have long controlled administrative hearings in government generally, could be applied to the new type of administrative hearing contemplated in the Social Security Act. After 6 years of operation, the Social Security Board issued a set of recommended standards<sup>2</sup> to be used by State agencies as a guide in developing their procedures. After 6 more years of observing, comparing, analyzing, and weighing the various procedures developed by the States, the Social Security Administration issued a new policy statement on hearings.<sup>3</sup> This release established definite procedural requirements based on the experience gained.

### *Indispensable Procedures for a "Fair Hearing"*

Fundamentally, the administrative hearing is a very simple process. Reduced to basic terms, it requires only that an opportunity be provided for

<sup>1</sup> *Principles and Standards for Fair Hearing Procedure in Public Assistance Administration*, Bureau Circular No. 9, item 214, issued Jan. 8, 1941.

<sup>2</sup> *Handbook of Public Assistance Administration*, IV-6000, "Hearings," issued with State Letter No. 88, dated Oct. 10, 1947.

<sup>3</sup> Title I, section 4; title IV, section 404; title X, section 1004.

the claimant to tell his story to those who represent the highest authority in the State agency; to question those who took the action to which he objects; to have an objective review of the facts thus brought out; and to get a decision which is the agency's final word, which is applicable to all other similar cases, and which the applicant can take to court for review if he is still dissatisfied with the agency action resulting from it.

To this end the agency must, first of all, be ready to conduct hearings and make decisions, and must therefore designate the staff members who will administer this function. Also, the agency must clarify in its own mind and set down on paper the "rules of the game," so that claimant and staff, those who are heard and those who will hear and decide, may know in advance what will be expected of them and what procedure to follow.

The procedure itself may, in its details, vary from agency to agency, even within the same State. It is determined by the many local factors of administrative structure and organization, by the size of the agency, by the topography of the State, and even by climatic conditions. Yet, in spite of these divergencies, there are certain basic essentials without which the hearing process would fail to offer the protection of "due process."

Every claimant has a right to a hearing on any action or inaction by the agency that adversely affects his claim. He must know from the agency that he may have a hearing and how to go about getting it. If he is dissatisfied with the action taken or not taken, he must decide whether to negotiate further with the local agency and try to reach an understanding or whether to submit his problem to the State agency in a hearing. As soon as he has decided to ask for a hearing and taken the necessary steps, matters should proceed automatically: his request must be acknowledged, the hearing scheduled, and the participants notified of the date and place of hearing. Only the claimant's voluntary withdrawal can arrest the process. Whenever a request for a hearing is received, it becomes the agency's responsibility to see it through—to set up the necessary controls that assure prompt and

efficient handling of the preliminary steps; to check with the claimant as to the acceptability of the time and place suggested by the agency for the hearing; to schedule and hold the hearing at the earliest date possible; to see that a decision is rendered promptly; and to ascertain that the decision has been carried out without delay. As part of this process a hearing officer or panel must be assigned and information furnished the claimant on procedure at the hearing itself, so that he may prepare himself accordingly.

The hearing proper is an orderly but informal proceeding. Technical rules of evidence and procedure as used in court trials do not apply, as they would make it almost impossible for the claimant to present his case without legal counsel. Instead, the claimant may choose between presenting his case himself and selecting someone as his representative. He is entitled to an opportunity to make a free statement establishing the facts and circumstances as he sees them, and to advance his arguments without undue interference and with the aid of witnesses. It is essential that he have an opportunity to refute testimony and to examine all papers and records used at the hearing, for the "right of confrontation" is basic to any truly fair hearing.

Whenever possible, within the agency's structure and under State law, it is preferable that the hearing officer or panel not only conduct the hearing but also make the decision, in accordance with the principle that "he who hears, shall decide." When this procedure is not possible, the hearing officer must include in the record his evaluation of the testimony, comments on conflicting statements, and recommendations for the guidance of those to whom the authority for making the final hearing decision has been delegated. The hearing record itself need not be a verbatim transcript of the proceedings, as long as it accurately and adequately reflects what occurred at the hearing.

The decision is based exclusively on the hearing record, and copies are promptly released to claimant and local agency. The decision sets forth clearly the facts and legal or policy provisions on which it was based and

the reasoning by which it was reached. Above all, it sets forth clearly the results for the claimant. The State agency must make the decision, which must settle the issue that gave rise to the hearing; that is, no further action to resolve the issue must be possible within the agency.

There is nothing drastic, complicated, or technical in these requirements. They merely outline an orderly administrative process, requiring no special "trappings" and no extensive administrative machinery, and designed to serve the same basic purpose as the normal process of determination of eligibility carried out by the State through its local agencies.

### *How Have the Hearings Worked?*

What has been the actual experience in State practice during the past 12 years? This question is not easily answered, for experience is varied. Some States have had hundreds of hearings, others almost none. Some provide for hearings in a simple and direct way, others have set up highly specialized machinery. Some States seem anxious to prevent hearings whenever possible, while others seem to invite and welcome them. Some consider hearings a matter of concern to the top administrative staff only, while others distribute throughout the staff (with proper safeguards for the anonymity of the persons concerned) their briefs and decisions, and generally consider hearings a matter of interest and concern to the whole agency. Nevertheless, a few generalizations may be attempted, although they should be accepted with caution in view of the many variables involved.

States that accept in general the concept that needy people have a legal right to public assistance are also likely to accept the implementation of this right. As a result, these States show no hesitancy in making claimants aware of their right to a review by hearing. And since the agency itself, in its dealings with claimants, stresses the fact that the hearing process is always available as a test for proper application of law and policy, claimants are likely to look upon hearings as an additional administrative process established to safeguard their interests, rather than

as a contest in which agency and claimant are pitted against each other. The hearing thus achieves one of its main purposes—to strengthen the claimant's belief that the agency accepts his rights, and to strengthen the agency's responsiveness to the needs of the persons whom it was set up to serve.

States that still think of the State's function in granting assistance as largely discretionary, on the other hand, are likely to question the purpose and usefulness of the hearing process. As a result, claimants may not be adequately informed about their right to a hearing, or methods may have been developed that interfere with the availability of hearings and force claimants to work their way through a welter of adjustment and review proceedings before they are actually granted an opportunity for a fair hearing before the State agency. By that time, considerable tension may have developed between claimant and agency, and the hearing may turn into a proceeding not lacking in acrimony. The claimant may be made to feel that he is nothing more than a troublemaker. The agency may consider itself so heavily committed in its previous adjustment attempts that the hearing must now serve to justify its action. Naturally, such a hearing is likely to leave the relationship between claimant and agency badly damaged, regardless of the nature of the decision.

While the hearing process, like the entire assistance program, was originally designed to serve the individual claimant, it can also play an important role in relation to groups of claimants. In certain instances, for example, when a change in law or agency policy has affected a large sector of a State's recipient load, and recipients by the hundreds have requested an opportunity to test the resulting agency action in hearings, agencies have found it possible to reach a voluntary understanding with the recipients, under which one case typical of the whole group will actually serve as a test case, and the decision reached in the hearing on that case will then be accepted by the rest of the group. The agency still has the responsibility of translating this decision into policy and making it ap-

plicable to all claimants who have not as yet filed requests for a hearing, but for the entire group that has actually requested a hearing, the issue has been settled.

Naturally, the hearing process also provides, in certain instances, a sounding board for organized groups. But by the same token it offers the agency an opportunity to do an interpretive job with that same group, by demonstrating in the hearing process how its administrative machinery functions and by explaining the agency's policies and methods of operation. The hearing thus becomes a constructive tool in public relations.

#### *Effect of Hearings on Agency Staff, Claimants, and Agency Policy*

The effect of hearings on agency staff is closely related to the effect on claimants. If the State agency has issued well-integrated statements of policy, clearly defined standards of assistance, and specific procedures, the staff can proceed with the assurance that it is operating uniformly, using objective measurements, and working toward equitable results. Under such conditions, the hearing is a test of established policies and procedures rather than a questioning of the individual worker's judgment in making the determination or of the local agency's action. The staff is therefore likely to inform claimants freely of their right to a hearing, to make hearings readily available when requested, and to conduct them fairly and objectively. Claimants, in turn, feel that their rights are strengthened by a process which the agency staff has been able to accept and carry through because it is in keeping with the staff's philosophy of democracy at work in governmental action.

If on the other hand, the hearing constitutes an attempt to find the claimant "wrong" and the agency "right," it usually proves a trying experience for the agency staff, just as it is for the claimant. When there is no basic acceptance of the right to assistance or when there are no objective standards resulting in equal treatment of claimants, local agency decisions must frequently be based on subjective judgment. The hearing then is no longer a test of policy and

procedure and a review of facts. Instead, it amounts to a questioning of the staff's judgment, and it may thereby become a threatening and often damaging experience to the local agency.

Hearings are a fundamental process of democratic administration. But public assistance administration without mandatory standards, objective procedures, and clearly defined policies becomes of necessity subjective and therefore autocratic. In such a setting, hearings are superimposed on agency operations, with the result that two irreconcilable elements meet, with serious effect for the participants.

The effect of hearings on agency policy is, of course, as varied as the recognition of a claimant's right to a hearing. States that accept the requirement of equal treatment under the law also accept hearing decisions as precedent and amend their policy when necessary, so that it will apply to all similar cases. It is for this reason, among others, that some States publish their hearing decisions (always providing proper safeguards for the anonymity of the individuals involved). These States want to give new interpretations of policy the widest possible circulation so that they may have the broadest and most immediate effect on all cases. In States that do not accept the concept of equal rights for all claimants, on the other hand, hearings may result in individual rulings that are not considered applicable to the entire case load but serve merely to eliminate special hardship in the individual case.

Hearings, whether good or bad, numerous or infrequent, have a profound effect on claimants and staff, on agency policy, and, from a public relations aspect, on public acceptance of the program. They also play an important role in Federal-State relations.

#### *The Significance of Hearings in Public Assistance Administration*

Under the Social Security Act the Social Security Administration is charged with the responsibility for reviewing the actual operations of the public assistance programs to assure

conformity with the State plan and with the requirements of the Federal act. Since hearings concern themselves predominantly with "critical cases"—that is, cases which the drafters of policy did not intend to exclude, yet which are not expressly covered by stated policies—hearing decisions offer particularly significant clues to the manner in which State policies and procedures operate.

The very facts that hearings are or are not held, that claimants do or do not know about their right to a hearing, and that hearings when requested are made readily available or are as far as possible prevented, give a key to the agency's attitude toward the rights of individuals under its programs. An agency's ready acceptance of requests for hearings on a policy, rather than on a questioned decision made under this policy, constitutes acceptance of the right of claimants to participate in developing policies that vitally affect their rights and their welfare. Likewise, the follow-up action taken after a hearing indicates whether the agency puts hearings to effective use by eliminating the weaknesses in policy and procedure that the hearing process has disclosed. The agency may effect the necessary change either by direct action through policy revision or, when necessary, by submitting bills to the State legislature that would broaden or liberalize the program's legal base.

Beyond their significance for policy development, hearing decisions have a cumulative effect. While the individual hearing demonstrates the effect of a specific policy in a specific situation, an accumulation of hearings on related issues conveys a three-dimensional view. They give depth and focus to the picture by showing what a certain policy will do in relation to a cross section of a whole case load, or in relation to a whole set of similarly constituted case situations. Though an individual hearing decision may appear equitable and fair, the perspective gained from a large number of related decisions may highlight deficiencies not visible in the individual instance, and the decision reached in the single instance may suddenly appear superficial and not directed at the core of the problem.

(Continued on page 21)

## Notes and Brief Reports

### Employment Covered by Social Insurance

Estimates of covered and noncovered employment for selected industries, presented in the December 1947 **BULLETIN** on a fiscal-year basis, are shown here for the calendar years 1946 and 1947 (table 1).

More than 60 million persons were in the civilian labor force in an average week in 1947, with the labor

TABLE 1.—Estimated employment covered by old-age and survivors insurance and by unemployment insurance, and employment in selected noncovered industries, calendar years 1946 and 1947

[In millions; data corrected to June 30, 1948]

Type of employment	Calendar year	
	1946	1947
1. Employment in an average week:		
Civilian labor force.....	57.5	60.1
Unemployed.....	2.3	2.1
Employed, total.....	55.2	58.0
Covered by old-age and survivors insurance.....	31.6	34.0
Covered by State unemployment insurance.....	29.0	31.2
Not covered by old-age and survivors insurance.....	23.6	24.0
Railroad.....	1.6	1.6
Government.....	5.3	5.0
Federal.....	2.2	1.7
State and local.....	3.1	3.3
Agriculture.....	8.2	8.2
Wage and salary workers.....	1.6	1.6
Self-employed.....	4.8	5.0
Unpaid family workers.....	1.8	1.6
Nonagricultural self-employed.....	5.6	6.0
Domestic service.....	1.6	1.7
Other.....	1.3	1.5
2. Employment in an average pay period:		
Covered by State unemployment insurance.....	30.2	32.3
Railroad.....	1.6	1.6
Federal Government.....	2.3	1.9
State and local government.....	3.3	3.6
3. Employment during a quarter (average for 4 quarters) covered by old-age and survivors insurance.....	38.6	40.0

Source: Data on employment in an average week (based on population count); civilian labor force, unemployed, and total employed, from *Monthly Report on the Labor Force*, Bureau of the Census; employment covered and not covered by old-age and survivors insurance, from the Bureau of the Census, adjusted by the Analysis Division, Bureau of Old-Age and Survivors Insurance; employment covered by unemployment insurance, estimated by the Bureau of Employment Security. Data on employment in an average pay period (based on establishment reporting); covered by unemployment insurance, from the Bureau of Employment Security; for railroads, from the Railroad Retirement Board; for Federal, State, and local governments, from the Bureau of Labor Statistics. Employment during a quarter covered by old-age and survivors insurance, from the Bureau of Old-Age and Survivors Insurance.

force rising from 57.8 million in January to a peak of 62.7 million in July. Employed workers numbered 58 million, a 5-percent rise over the average in 1946. Unemployment, which hovered close to the 2½ million mark in the spring of 1947, fell to 1.6 million by the year's end and averaged 2.1 million.

Some 34 million workers, or nearly 60 percent of the employed labor force, were covered by the old-age and survivors insurance program in 1947; as total employment increased by 400,000 more than did the number covered under that program, however, the number of workers excluded from coverage rose from 23.6 million in an average week in 1946 to 24 million in 1947.

More than a third (8.2 million) of the noncovered workers were employed in agriculture; 6 million were working for themselves in nonagricultural occupations; and 5 million were employed by Federal, State, or local governments. Federal Government employment fell by half a million from the 1946 level and averaged 1.7 million in 1947; employment by State and local governments, on the other hand, was up 200,000 and totaled 3.3 million in an average week in 1947.

Workers covered by the State unemployment insurance systems numbered 31.2 million in 1947, an increase of 2.2 million. In an average pay period, some 32.3 million workers were covered by the State systems, which represented a gain of 7 percent over the number covered in 1946.

### Trends in Public Assistance Personnel

Since December 1942 the Bureau of Public Assistance has received semi-annual statistical reports from State public assistance agencies concerning the staff in the State and local offices. The reports, which are made on a voluntary basis, came at the beginning from 29 agencies in 25 States; by December 1947, 52 agencies in 45 States were participating in the project. From these reports and other infor-

mation the Bureau has developed Nation-wide estimates on the size, composition, and turn-over of staff in public assistance agencies for each semiannual period since December 1942.<sup>1</sup>

About five-sixths of staff time in all agencies combined is devoted to the four public assistance programs—old-age assistance, aid to dependent children, aid to the blind, and general assistance.<sup>2</sup> The rest of the staff time is spent on other welfare programs administered by the reporting agencies, including child welfare services, foster-home care, crippled children's services, and various other programs. During the war years these other programs also included the dependency investigation and medical survey programs for Selective Service and the "enemy alien" and civilian war assistance programs. A few agencies that administer several welfare programs report only the employees working on public assistance; others report, in addition, employees engaged on programs closely related to public assistance; while still others report all employees of the agency. In no instance, however, have employees of institutions operated by public assistance agencies been included.

State and local agencies in December 1947 employed more staff (47,000) than at any time since the reporting series began. Throughout the war years these agencies were generally unable to recruit personnel, while trained and experienced workers left to go to other governmental agencies, private industry, the armed forces, or war-connected services. The losses in experienced personnel were only partly offset by decreases in public assistance case loads. Although staffing problems have been less serious since the end of the war, public assistance agencies still have difficulty in recruiting staff because of the acute

shortage of qualified personnel, the low salaries compared with those offered in similar fields, and the competition with other agencies, both governmental and nongovernmental, for the same kinds of staff.

Since June 1944, rises in case loads and a continuing need to strengthen agency staffs have resulted in increases in the number of personnel in each succeeding 6-month period. Since December 1942 the estimated total number of employees in public assistance agencies has changed as follows:

Month	Number of employees	Change	
		Number	Percent
1942: December.....	46,000	-----	-----
1943: June.....	44,200	-1,800	-4
December.....	42,100	-2,100	-5
1944: June.....	41,400	-700	-2
December.....	41,500	+100	( <sup>1</sup> )
1945: June.....	41,900	+400	+1
December.....	42,300	+400	+1
1946: June.....	43,600	+1,300	+3
December.....	44,500	+900	+2
1947: June.....	46,400	+1,900	+4
December.....	47,000	+600	+1

<sup>1</sup> Increase of less than 0.5 percent.

For the country as a whole the distribution of staff by type of position has remained fairly constant throughout the 5½-year period. In December 1947 the 21,100 visitors (director-workers and social workers with case loads) constituted 45 percent of all State and local employees; in local offices visitors comprised more than half the staff.<sup>3</sup> The estimated

<sup>2</sup> For definitions of types of positions and other terms used in this article, see *Instructions for Form PA-2003, Semiannual Statistical Report on Staff of Public*

number of employees and their distribution by type of position in December 1947 are shown in table 1.

The acute shortage of personnel has been accompanied by a high rate of turn-over in agency staffs. Since the semiannual period ended in June 1943, the first period for which such data are available, the accession and separation rates<sup>4</sup> have changed as follows:

6-month period ended—	Number of accessions per 100 employees	Number of separations per 100 employees
1943: June.....	15.3	19.3
December.....	15.2	21.0
1944: June.....	16.4	16.8
December.....	15.5	17.0
1945: June.....	14.9	13.7
December.....	18.6	17.3
1946: June.....	20.5	16.3
December.....	19.3	17.2
1947: June.....	17.9	13.2
December.....	17.9	16.7

Turn-over is high for all types of positions in public assistance agencies, and during the war many agencies liberalized qualifications in order to obtain staff to carry on the job. Turn-over rates generally are lower for executive and social work positions than for other positions. Nevertheless, during the 6 months ended in December 1947, accessions were one-fifth of the total number of executives and social workers in nine agencies.

*Assistance Agencies, Bureau of Public Assistance.*

<sup>4</sup> Based on the average number of employees during the 6-month period, obtained by taking half the sum of the number of employees at the beginning of the period and those at the end of the period.

TABLE 1.—Distribution of employees of State and local public assistance agencies, by type of position, December 1947

Type of position	Total		State offices		Local offices	
	Number	Percentage distribution	Number	Percentage distribution	Number	Percentage distribution
Total.....	47,000	100	7,800	100	39,200	100
Executives and social workers.....	26,600	57	2,200	28	24,400	62
Directors.....	2,200	5	500	6	1,700	4
Social workers with case loads.....	2,200	5	—	—	2,200	6
Field representatives.....	18,900	40	400	6	18,500	47
All other social workers.....	600	1	600	8	—	—
Other employees.....	2,700	6	700	8	2,000	5
Specialists and technicians.....	20,400	43	5,600	72	14,800	38
Clerks.....	1,300	3	1,000	13	300	1
All other.....	17,800	39	4,300	55	13,500	35
	1,000	2	300	4	700	2

<sup>1</sup> Includes social workers on intake and special investigation.

<sup>1</sup> For data on individual States, see the semiannual release of the Bureau of Public Assistance, *Public Assistance Personnel*.

<sup>2</sup> For general assistance, data exclude the following sizable group for whom no basis of estimate is available: all employees in Connecticut, Florida, Indiana, Kentucky, New Jersey, Oklahoma, and Texas; all local office employees in Maine and Michigan; and some local office employees in California and Illinois.

The extent to which agencies have had to use provisional, temporary, and emergency employees<sup>5</sup> to carry on their work is one measure of the staffing problem. Several States made such appointments because civil-service lists were exhausted or because persons on the registers were not interested in the jobs offered. Moreover new examinations were not held because there were too few candidates. Both the number of such employees and the proportion they constitute of all employees have risen since December 1943, the first month for which these data are available. Provisional, temporary, and emergency appointees constituted 9.9 percent of all employees in that month, whereas in December 1947 they numbered 6,700 or 14.3 percent of all employees. In six States, as of the latter date, they made up more than one-fifth of all employees.

Provisional, temporary, and emergency employees also have constituted an increasingly larger proportion of all accessions and separations. For

the 6-month period ended December 1943, they accounted for 55 percent of all accessions and 19.9 percent of all separations; for the 6 months ended December 1947, the corresponding percentages were 59.3 and 35.5. The high proportion of newly hired workers who hold provisional, temporary, or emergency appointments reflects the difficulty of obtaining qualified staff, though the difference between the proportion of accessions and the proportion of separations presumably is due to the fact that many provisional employees qualify as permanent employees.

New employees and those who have been with the agency for some time present different problems for planning staff development and staff utilization programs. The relative number of experienced employees on the staff is an important factor in effective service. Of all persons who worked for the agencies at some time during the second half of 1947,<sup>6</sup> 70 percent were continuously employed throughout the 6 months.<sup>7</sup> This pro-

portion, which has been about the same since States began reporting the information, was highest (75 percent) during the 6 months ended in June 1945.

In December 1947 there were 3,100 vacancies, of which 2,000 were in executive and social work positions. The vacancy rate for all positions was 6.2 per 100; for executive and social work positions, it was 7.1, and for other positions, 4.9. These rates are the lowest to date, as the following tabulation shows:

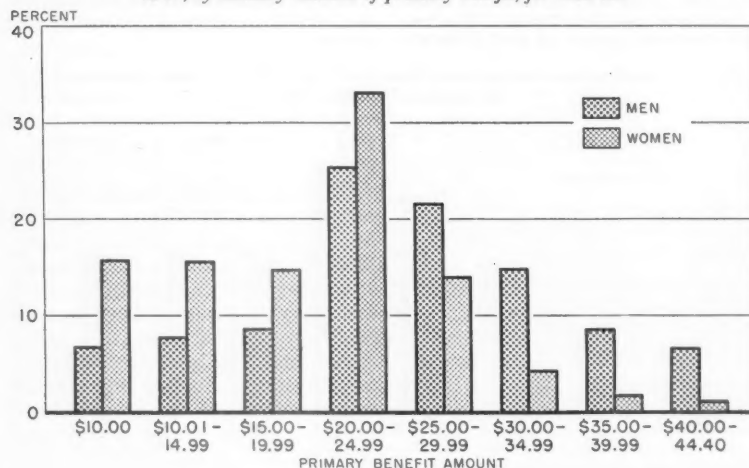
Month	Number of vacancies per 100 positions		
	All positions	Executive and social work positions	Other positions
1942: December.....	7.5	8.1	6.8
1943: June.....	6.8	7.8	5.4
December.....	6.7	7.9	5.2
1944: June.....	7.1	8.5	5.2
December.....	8.4	9.9	6.5
1945: June.....	7.5	8.9	5.6
December.....	7.8	9.1	6.2
1946: June.....	7.2	8.3	5.7
December.....	8.3	9.9	6.2
1947: June.....	6.2	7.2	5.0
December.....	6.2	7.1	4.9

<sup>5</sup>A provisional employee is one who meets minimum qualifications and is appointed on a noncompetitive basis for a limited period pending the establishment of a register; a temporary employee is appointed under the merit-system rules to a position that is expected to last 6 months or less; an emergency employee is appointed without regard to the establishment of a register to meet an emergency and for a limited period pending provisional or regular appointment.

<sup>6</sup>Number of employees at beginning of period plus accessions during period; accessions exclude employees who left the agency pay roll and returned to the pay roll during the period.

<sup>7</sup>Number of employees at beginning of period minus separations during period; separations include employees hired during the period who also left during period but exclude employees who left and returned to the agency pay roll during the period.

CHART I.—Percentage distribution of primary benefits in current-payment status at end of 1947, by monthly amount of primary benefit, for each sex



The vacancy rate for executive and social work positions has always been higher than for "other" positions, though the turn-over rate is lower. This difference in the rates indicates the greater difficulty of filling vacancies of this type.

## Primary Benefit Amounts, December 31, 1947

The data in the June BULLETIN on monthly benefits in current-payment status at the end of 1947, by family classification of beneficiaries, included a distribution of the number of families in each classification by amount of family benefit. The family benefit tabulations also make possible the following distribution of all primary benefits in current-payment status at the end of 1947, by interval of primary benefit amount.

Almost half the primary benefits were concentrated in the \$20.00-\$29.99 interval. The rest were divided about equally above or below that interval. Almost 8 percent were receiving the minimum benefit of \$10.

Primary benefit amount	Percent- age distribution of primary benefits
Total, number.....	874, 724
Total, percent.....	100.0
\$10.00.....	7.9
10.01-14.99.....	8.8
15.00-19.99.....	9.4
20.00-24.99.....	26.4
25.00-29.99.....	20.6
30.00-34.99.....	13.4
35.00-39.99.....	7.6
40.00-44.40.....	5.9

(Continued from page 18)

For benefit amounts of less than \$25, there were appreciably higher proportions of women than of men in each interval (chart 1). For benefits of \$25 or more, there were relatively more men in each interval. More than half the men but only a little more than a fifth of the women were receiving benefits of \$25 or more.

At the upper and lower intervals the difference between the distribution for men and that for women was greater at the end of 1947 than in previous years. The relative number of men with benefits of less than \$15 decreased from 15.9 percent at the end of 1944 to 14.4 percent at the end of 1947, while the percentage for women increased from 30.6 to 31.3. The percentage of men receiving benefits of \$35 or more increased from 10.5 to 15.2 during the same period. The corresponding increase for women was from 1.8 percent to 2.6 percent.

A systematic review of hearing decisions by a State agency may thus result in a new understanding of underlying problems that had not been recognized before and that now exert a continuing pressure for improvement on those responsible for drafting laws, rules, and procedures. By codifying their hearing decisions and keeping past decisions constantly in mind, so that they can be related to current hearing decisions, some State agencies make maximum use of this opportunity to review their policy and practice from the vantage point of cumulative experience. To consider each hearing only as it relates to the individual situation is to lose the ad-

vantage that can be gained for improvement of program administration.

The Social Security Administration is utilizing hearing decisions in various ways in its work with State agencies. In January 1947, it began publication of a periodical, *Hearing Decisions in Public Assistance*. From material submitted by State agencies for publication, the *Hearing Decisions* presents transcripts of hearings, hearing decisions, briefs, digests, and court decisions, with comments by the Bureau of Public Assistance. The publication is broadly aimed at staff development, by describing various aspects of the hearing process. It shows the different methods by which decisions may be reached; the forms developed for notifying claimants of the decisions; the methods used in making hearing decisions available to State-wide staffs; the way in which the decisions, without formalized codification, by their very nature set precedents. Some issues have carried discussions of the interpretation given by the courts to legal provisions on the right to a hearing, the agency's obligation to take corrective action through hearings, and the agency's

authority to enforce its hearing decisions.

Since October 1944 the Bureau has collected and analyzed statistical information on requests for hearings and hearing decisions, which States furnished voluntarily. Gradually the number of participating States has increased, as State agencies became interested in the published reports of the Bureau's findings and began to analyze their own problems and performance in comparison with those of other reporting agencies. The report for the first half of 1948 will be the first in which all State agencies will participate on a mandatory basis.

Just as the laws of a nation are not fully understood in their implications until they have been interpreted by the courts that apply them to a specific situation, so the policies of a public assistance agency, as laid down in State law and in its written implementation by rule and regulation, cannot fully be judged as to their effect and implication until they have been tested in hearings on critical situations. The hearing is not merely an adjunct to public assistance, added as a safeguard and protection. It is the touchstone of the whole program.

## Recent Publications in the Field of Social Security\*

### Social Security Administration

SHUDE, LOUIS O. *Present Values of OASI Benefits Awarded and in Current Payment Status, 1940-46*. Washington: Office of the Actuary, May 1948. 20 pp. Processed. (Actuarial Study No. 26.)

An actuarial appraisal of the "present value," or actuarial reserve liability, for the various types of benefits. Limited free distribution; apply to the Office of the Actuary, Social Security Administration, Washington 25, D. C.

\*The inclusion of prices of publications in this list is intended as a service to the reader, but orders must be directed to publishers or booksellers and not to the Social Security Administration or the Federal Security Agency. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

### General

BAKER, HELEN. *Management Procedures in the Determination of Industrial Relations Policies*. Princeton, N. J.: Industrial Relations Section, Princeton University, 1948. 81 pp. (Research Report Series No. 76.)

BURNS, ARTHUR F. *The Cumulation of Economic Knowledge*. New York: National Bureau of Economic Research, May 1948. 74 pp.

The Bureau's 28th Annual Report includes a discussion of recent changes in economic thought and the need for experimental research.

GREAT BRITAIN. TREASURY. *Economic Survey for 1948*. London: H. M. Stationery Office, 1948. 62 pp. (Cmd. 7344) 1 s.

Reviews the British economy at the beginning of 1948 and outlines plans

for the ensuing year, which are all contingent on aid under the European Recovery Plan.

LUCK, MARY GORRINGE. *Wartime and Postwar Earnings, San Francisco, 1944-1946*. Berkeley and Los Angeles: University of California Press, 1948. 129 pp.

POLISH RESEARCH AND INFORMATION SERVICE. *Social Legislation in Poland*. New York: The Service, March 1948. 17 pp. Processed. Describes the changes that have taken place since the war.

RAUSHENBUSH, STEPHEN. "The Coming Wage-Price Spiral and How to Stop It." *Harper's Magazine*, Vol. 196, Jan. 1948. pp. 1-9.

RHODE ISLAND UNEMPLOYMENT COMPENSATION BOARD. *Twelfth Annual Report, 1947*. Providence: The Board, 1948 (?). 21 pp. and appendix.

Reviews the programs administered by the Board, and explains the two major changes made in the Cash Sickness Act by the General Assembly in 1947.

RUSSELL SAGE FOUNDATION LIBRARY. *Bibliography No. 3. Books of 1947 on Social Subjects*. New York: Russell Sage Foundation, 1948. 8 pp. 10 cents.

STREET, ELWOOD. *A Handbook for Social Agency Administration*. New York: Harper & Brothers, 1947. 434 pp. \$5.

The problems of organizing and administering a social agency.

U. S. BUREAU OF LABOR STATISTICS. *Wage Structure—Life Insurance, 1947*. Washington: The Bureau, 1948. 40 pp. (Series 2, No. 58.) Processed.

Describes the wage structure of home offices of life insurance companies.

U. S. CONGRESS. HOUSE. SELECT COMMITTEE ON FOREIGN AID. *Final Report on Foreign Aid*. Washington: U. S. Govt. Print. Off., 1948. 883 pp. (H. Rept. 1845, 80th Cong., 2d sess.)

U. S. CONGRESS. JOINT COMMITTEE ON THE ECONOMIC REPORT. *Joint Economic Report*. Washington: U. S. Govt. Print. Off., 1948. 69 pp. (S. Rept. 1358, 80th Cong., 2d sess.)

The findings, including a minority report, of the joint congressional committee established under the Employment Act of 1946 to review the President's annual Economic Report to Congress.

U. S. PRESIDENT. *Social Security System. Message to Congress...*

Washington: U. S. Govt. Print. Off., 1948. 5 pp. (H. Doc. No. 676, 80th Cong., 2d sess.)

Urges extension of coverage and more adequate benefits under old-age and survivors insurance. Recommends extension of coverage for unemployment insurance as well as insurance against loss of earnings due to illness and disability, and improvement of public assistance.

## Retirement and Old Age

BOARD OF TRUSTEES OF THE FEDERAL OLD-AGE AND SURVIVORS INSURANCE TRUST FUND. *Federal Old-Age and Survivors Insurance Trust Fund*. Washington: U. S. Govt. Print. Off., 1948. 33 pp. (S. Doc. 160, 80th Cong., 2d sess.)

Eighth annual report on the operations of the trust fund during the fiscal year ended June 30, 1947, and on the expected operations and status of the fund during 1948-52, as well as its long-range actuarial status.

NEW JERSEY STATE EMPLOYEES' RETIREMENT SYSTEM. *Twenty-fifth Annual Report of the Board of Trustees*. Trenton: State Employees' Retirement System, 1948. 40 pp.

STERN, KARL. "Observations in an Old Age Counselling Center; Preliminary Report on the First 100 Clients." *Journal of Gerontology*, St. Louis, Vol. 3, Jan. 1948, pp. 48-60. \$1.50.

## Employment Security

CALIFORNIA. STATE DEPARTMENT OF EMPLOYMENT. *Operating Statistics, 1938-1947*. Sacramento: The Department, Aug. 1947. 56 pp. (Report 522, No. 1.)

Statistics on unemployment insurance, disability insurance, service-men's readjustment allowances, employment service, and covered employment.

DURAND, JOHN D. *The Labor Force in the United States—1890-1960*. New York: Social Science Research Council, 1948. 284 pp. \$2.50.

A study of the influence of population factors on labor-market problems. Deals with past and future trends, economic and demographic factors influencing the labor force, changing customs relating to the employment of women, and wartime expansion and postwar contraction of the labor force during 1940-47. Contains numerous tables and charts.

U. S. BUREAU OF LABOR STATISTICS. *Re-employment of Veterans Under Collective Bargaining*. Washing-

ton: The Bureau, Oct. 1947. 53 pp. Processed.

A report based on a field survey of thirteen establishments.

U. S. EMPLOYMENT SERVICE. *Industrial Job Evaluation Systems*. (Rev. ed.) Washington: U. S. Govt. Print. Off., 1947. 69 pp. 20 cents.

Summarizes job evaluation principles and explains the way in which job evaluation affects classification and similar processes.

## Public Welfare and Relief

COMMUNITY SERVICE SOCIETY OF NEW YORK. *Frontiers in Human Welfare*. New York: The Society, 1948. 84 pp.

"The story of a hundred years of service to the community of New York."

MINNEAPOLIS. DEPARTMENT OF PUBLIC WELFARE, DIVISION OF PUBLIC RELIEF. *Financial Analysis of Relief Costs, 1947*. Minneapolis: The Department, 1948 (?). 20 pp.

MORGAN, JOHN S. "The Break-Up of the Poor Law in Britain, 1907-1947: An Historical Footnote." *Canadian Journal of Economics and Political Science*, Toronto, Vol. 14, May 1948, pp. 209-219. \$1.

Contains a chronological chart showing the social changes, the legislative measures that brought them about, and the departments affected.

WAGGAMAN, MARY T. "Family Allowances: Experiments to Date." *America*, New York, Vol. 79, May 29, 1948, pp. 189-191. 15 cents.

Highlights of the movement in Canada, France, Belgium, New Zealand, and several other countries.

WISCONSIN. STATE DEPARTMENT OF PUBLIC WELFARE. *Development of Public Assistance Programs in Wisconsin and Their Administration, 1848-1948*. Madison: The Department, Mar. 15, 1948. 51 pp. and 29 statistical tables. Processed.

## Maternal and Child Welfare

ELLIOTT, JANE. "Local Services for Children Can Be Aided Through Stimulation from State Agencies." *Public Welfare News*, Raleigh, N. C., Vol. 2, Mar. 1948, pp. 2-5. Free.

NATIONAL CONFERENCE ON THE BLIND PRESCHOOL CHILD. *The Blind Preschool Child*. New York: American Foundation for the Blind, Inc., 1947. 148 pp. \$2.

Papers given at the National Conference in March 1947.

(Continued on page 32)

# Current Statistics

TABLE 1.—Unemployment insurance: Initial claims received in local offices, by State, May 1948

[Data reported by State agencies; corrected to June 16, 1948]

Region and State	Total			New		
	All claimants	Amount of change from—		Women claimants	All claimants	Women claimants
		April 1948	May 1947			
Total.....	1,012,434	-33,121	-153,707	466,000	701,825	331,000
Region I:						
Connecticut.....	10,704	-22,249	-1,595	5,751	9,695	5,198
Maine.....	6,879	-10,376	-356	3,776	4,996	2,716
Massachusetts.....	42,570	-29,819	-11,357	21,563	36,238	18,268
New Hampshire.....	4,131	-1,610	-887	2,354	3,094	1,792
Rhode Island.....	10,348	-11,753	+1,536	5,072	8,818	4,299
Vermont.....	952	-2,628	-731	570	839	521
Region II-III:						
Delaware.....	1,142	+5	-42	537	736	414
New Jersey.....	33,663	-9,914	-9,033	16,803	21,341	11,047
New York.....	432,717	+225,409	-72,952	207,489	302,885	142,167
Pennsylvania.....	45,240	-21,063	-50,363	20,022	28,480	13,167
Region IV:						
District of Columbia.....	1,172	-626	-67	626	1,117	602
Maryland.....	12,259	-5,769	-686	3,605	9,836	3,114
North Carolina.....	11,154	+363	-1,414	7,870	7,964	5,709
Virginia.....	16,174	+11,147	+84	9,299	16,136	9,273
West Virginia.....	4,356	-2,219	-1,359	1,153	3,511	960
Region V:						
Kentucky.....	4,449	-3,143	-2,250	1,833	3,340	1,399
Michigan.....	46,763	-22,073	-8,321	12,951	23,859	6,413
Ohio.....	21,741	-5,183	+4,532	9,546	15,535	6,664
Region VI:						
Illinois.....	47,775	-83,659	-2,186	24,418	38,942	20,204
Indiana.....	15,718	-3,958	-68	6,571	7,735	3,442
Wisconsin.....	7,985	-1,410	+2,744	3,850	4,363	2,281
Region VII:						
Alabama.....	6,501	-2,452	-2,366	2,414	4,999	1,927
Florida.....	10,765	+415	+250	5,045	8,239	3,921
Georgia.....	8,496	-735	-2,008	4,866	6,139	3,494
Mississippi.....	2,701	-403	-655	1,187	2,135	997
South Carolina.....	4,477	-429	+507	2,234	3,220	1,658
Tennessee.....	7,266	-2,205	-2,639	3,544	5,499	2,674
Region VIII:						
Iowa.....	2,073	-711	-47	994	1,545	759
Minnesota.....	4,022	-1,502	-72	2,012	3,076	1,576
Nebraska.....	715	-346	-146	307	487	227
North Dakota.....	75	-142	-76	34	53	27
South Dakota.....	107	-109	-65	59	72	41
Region IX:						
Arkansas.....	3,521	-939	-213	974	2,701	824
Kansas.....	2,098	-924	-899	708	1,512	533
Missouri.....	16,030	-3,068	-7,775	7,915	11,896	6,338
Oklahoma.....	3,392	-1,022	-1,021	1,243	2,466	983
Region X:						
Louisiana.....	6,653	-1,170	-400	1,818	5,170	1,554
New Mexico.....	553	-252	-65	139	401	100
Texas.....	6,776	-2,187	-4,322	2,695	5,726	2,277
Region XI:						
Colorado.....	1,608	-2,663	-183	618	1,202	452
Idaho.....	591	-261	-123	204	340	149
Montana.....	686	-701	-167	222	424	169
Utah.....	967	-1,150	-158	410	562	269
Wyoming.....	262	-164	-9	(1)	185	(1)
Region XII:						
Arizona.....	2,076	-803	-358	758	1,526	614
California.....	117,732	-4,751	+17,159	53,732	69,393	36,198
Nevada.....	758	-234	-152	275	540	218
Oregon.....	5,795	-2,763	-464	1,682	2,826	884
Washington.....	17,060	-269	-7,428	4,031	9,156	2,508
Regions XIII and XIV:						
Alaska.....	311	-485	+211	95	175	60
Hawaii.....	965	-108	+690	209	710	170

<sup>1</sup> Includes estimate for Wyoming.

<sup>2</sup> Since Wisconsin has no provision for a benefit year, a new claim is a claim requiring a determination of benefit amount and duration, as well as eligibility for benefits, on a per employer basis.

<sup>3</sup> Data estimated by State agency.

<sup>4</sup> Data not received.

TABLE 2.—Unemployment insurance: Continued claims<sup>1</sup> received in local offices, by State, May 1948

[Data reported by State agencies; corrected to June 16, 1948]

Region and State	Total <sup>2</sup>			Compensable		
	All claimants	Amount of change from—		Women claimants	All claimants	Women claimants
		April 1948	May 1947			
Total.....	4,257,773	-378,243	-544,718	2,000,000	3,787,161	1,774,000
Region I:						
Conn.....	39,927	-4,495	-24,278	21,299	32,254	17,232
Maine.....	54,901	+5,720	+1,167	28,423	50,135	25,796
Mass.....	290,777	+35,597	-46,217	146,775	249,602	124,505
N. H.....	29,194	+2,074	+154	16,927	24,977	14,221
R. I.....	77,583	+18,110	+5,966	37,293	69,429	33,123
Vt.....	8,522	-1,012	-1,020	4,540	7,846	4,113
Region II-III:						
Del.....	5,649	-351	-1,661	2,840	5,065	2,543
N. J.....	232,600	-24,996	-70,882	118,838	216,426	110,468
N. Y.....	796,965	-61,407	-146,735	377,648	679,482	325,135
Pa.....	265,969	-46,328	-131,483	112,196	241,338	100,856
Region IV:						
D. C.....	14,691	-3,933	-281	7,153	14,005	6,785
Md.....	60,936	-3,840	-5,800	25,335	60,936	25,335
N. C.....	68,817	-1,568	-9,419	51,690	59,980	44,893
Va.....	36,103	+2,933	-1,689	21,695	24,221	14,345
W. Va.....	32,014	-10,736	-15,100	8,399	30,826	8,106
Region V:						
Ky.....	41,406	-4,247	-7,974	17,348	38,814	16,244
Mich.....	201,093	-15,964	+28,607	63,634	176,728	58,751
Ohio.....	135,835	-22,905	+14,170	63,475	109,121	51,583
Region VI:						
Ill.....	370,492	+20,019	+59,692	207,403	339,903	190,195
Ind.....	63,093	-10,251	+13,129	31,032	56,518	28,107
Wis.....	27,339	-6,826	+3,794	14,750	21,726	11,808
Region VII:						
Ala.....	49,797	-1,878	-6,674	18,594	46,163	17,144
Fla.....	48,806	-1,693	-14,415	20,656	44,503	18,657
Ga.....	50,143	+3,223	-11,142	32,162	39,373	25,250
Miss.....	18,928	-3,149	-1,561	8,066	16,286	6,628
S. C.....	14,882	-759	-1,490	6,878	12,798	5,969
Tenn.....	72,771	-9,417	-24,635	34,573	69,189	32,633
Region VIII:						
Iowa.....	16,069	-6,123	-1,497	8,400	14,865	7,789
Minn.....	25,920	-6,599	+5,069	10,225	23,161	8,983
Nebr.....	4,302	-2,700	-1,585	2,112	3,701	1,814
N. Dak.....	1,051	-2,278	-698	449	1,033	437
S. Dak.....	1,079	-1,184	-582	597	1,038	574
Region IX:						
Ark.....	26,298	-8,364	-4,946	7,251	24,890	6,826
Kans.....	17,257	-6,407	-8,156	7,509	16,481	7,242
Mo.....	105,460	-10,303	-33,314	50,692	93,424	43,945
Okl.....	18,612	-5,205	-9,035	6,706	17,018	6,085
Region X:						
La.....	31,869	-6,485	-1,012	9,475	28,145	8,244
N. Mex.....	4,094	-2,058	+14	1,224	3,894	1,156
Tex.....	28,750	-7,383	-17,082	12,964	24,415	11,110
Region XI:						
Colo.....	10,707	-1,398	+535	5,043	8,248	4,096
Idaho.....	6,104	-5,731	-1,837	2,618	5,794	2,459
Mont.....	8,060	-6,363	+154	3,184	7,556	2,957
Utah.....	7,900	-5,839	-425	3,727	7,409	3,488
Wyo.....	1,709	-1,032	-397	(1)	1,538	(1)
Region XII:						
Ariz.....	10,849	-2,348	-1,523	4,438	10,188	4,171
Calif.....	679,503	-102,303	-62,010	313,554	622,448	284,726
Nev.....	5,223	-1,776	-322	2,253	4,987	2,167
Oreg.....	37,028	-14,798	-9,735	13,616	34,923	12,921
Wash.....	90,982	-21,292	-6,808	30,079	85,237	28,580
Regions XIII and XIV:						
Alaska.....	3,077	-1,860	+2,037	1,162	2,927	1,099
Hawaii.....	6,837	-335	+4,214	2,853	6,197	2,691

<sup>1</sup> In some States 1 claim covers more than 1 week.

<sup>2</sup> Includes waiting-period claims except in Maryland, which has no provision for filing such claims.

<sup>3</sup> Includes estimate for Wyoming.

<sup>4</sup> Data not received.

TABLE 3.—Unemployment insurance: Number of individuals<sup>1</sup> compensated during weeks ended in May 1948 and number of weeks compensated and amount of benefits paid in May 1948, by State

[Data reported by State agencies; corrected to June 16, 1948]

Region and State	All types of unemployment								Total unemployment			
	Individuals compensated during weeks ended—					Weeks compensated			Benefits paid <sup>2</sup>	Weeks compensated	Benefits paid <sup>2</sup>	Average weekly pay-ment
	May 1	May 8	May 15	May 22	May 29	Number	Amount of change from—					
							April 1948	May 1947				
Total.....	890,477	907,457	912,525	898,757	884,498	3,627,171	-402,908	-525,254	\$66,432,122	3,426,512	\$63,870,792	\$18.63
Region I:												
Connecticut.....	10,768	14,861	12,210	13,127	14,946	55,144	+10,553	+5,066	1,100,861	53,292	1,078,493	20.24
Maine.....	12,245	13,624	12,129	12,303	10,502	48,558	+15,230	+1,273	704,863	42,709	637,523	14.90
Massachusetts.....	50,020	53,984	56,908	57,829	60,690	229,411	+36,296	-47,614	4,736,412	207,063	4,505,023	21.76
New Hampshire.....	4,635	5,329	5,546	5,296	6,057	22,228	+3,856	+2,437	326,842	20,554	310,473	15.11
Rhode Island.....	14,891	13,192	19,258	18,217	17,900	68,567	+17,899	+8,951	1,400,267	66,981	1,384,641	20.67
Vermont.....	2,345	2,139	2,068	1,915	1,732	7,854	+553	-250	129,791	7,531	126,600	16.81
Region II-III:												
Delaware.....	1,132	1,139	1,094	1,183	1,114	4,530	-940	-1,755	66,108	3,190	62,785	19.68
New Jersey.....	56,031	44,907	52,178	56,742	53,845	207,672	-52,529	-63,241	4,003,700	197,827	3,892,886	19.68
New York.....	175,840	174,978	171,646	178,617	158,952	684,193	-61,468	-134,386	13,212,828	649,983	12,552,187	19.31
Pennsylvania.....	50,646	55,874	58,539	44,823	58,046	217,282	-46,541	-113,789	3,712,881	211,050	3,649,146	17.29
Region IV:												
District of Columbia.....	4,867	3,360	4,779	2,951	4,451	15,541	-4,032	+518	264,259	15,393	261,475	16.99
Maryland.....	14,202	14,885	14,972	13,429	13,125	56,411	-1,313	-0,713	1,005,433	50,316	939,491	18.67
North Carolina.....	12,971	11,876	11,006	14,657	13,438	54,910	-2,569	-4,642	564,121	51,371	540,564	10.52
Virginia.....	6,193	5,829	1,961	4,229	8,204	20,223	-8,426	-7,260	273,943	19,217	266,816	13.88
West Virginia.....	7,595	6,558	5,684	6,212	5,576	24,030	-6,813	-13,056	361,099	17,719	269,653	15.22
Region V:												
Kentucky.....	7,443	10,646	9,037	8,443	5,692	33,812	-2,331	-5,389	392,360	32,847	385,219	11.73
Michigan.....	40,097	49,518	49,400	38,330	38,825	176,073	-30,300	+22,386	3,555,926	169,196	3,485,161	20.59
Ohio.....	26,686	25,524	27,122	26,805	26,716	101,167	-12,084	+11,456	1,849,580	101,548	1,803,774	17.76
Region VI:												
Illinois.....	58,798	62,955	74,389	72,194	71,432	280,970	+68,450	+35,935	5,035,746	268,597	4,793,518	18.54
Indiana.....	10,736	13,195	17,445	12,048	9,816	52,466	-6,152	+15,756	877,946	49,001	846,929	17.28
Wisconsin.....	5,239	5,135	4,864	4,821	4,070	19,630	-7,525	+2,157	340,963	17,235	310,189	18.00
Region VII:												
Alabama.....	(9)	11,591	10,209	9,565	9,545	42,718	+1,558	-5,297	634,862	41,047	617,743	15.05
Florida.....	7,362	7,694	8,059	8,427	8,307	33,623	+1,041	-11,857	461,085	32,644	451,951	13.84
Georgia.....	7,702	8,147	8,570	8,883	8,735	36,073	+2,654	-8,435	464,234	33,422	441,128	13.20
Mississippi.....	1,954	4,680	3,613	2,749	3,682	15,309	-353	-1,129	191,197	14,660	185,442	12.65
South Carolina.....	4,295	4,089	3,750	4,206	4,451	16,761	-3,244	-1,475	242,716	16,213	238,005	14.68
Tennessee.....	15,496	16,630	15,246	15,745	15,736	63,357	-13,642	-21,173	839,621	60,871	816,044	13.41
Region VIII:												
Iowa.....	3,760	3,511	3,350	3,113	2,823	13,110	-5,227	+246	199,294	11,881	187,698	15.80
Minnesota.....	10,529	9,112	8,808	9,941	6,268	34,129	-19,775	+868	495,072	32,614	480,022	14.72
Nebraska.....	1,485	1,404	1,292	1,190	1,176	5,062	-2,706	-1,847	73,886	4,718	70,122	14.86
North Dakota.....	529	412	299	206	169	1,086	-2,528	-279	18,430	951	16,714	17.58
South Dakota.....	466	202	300	171	203	876	-1,434	+24	13,586	822	12,892	15.68
Region IX:												
Arkansas.....	6,482	6,111	6,743	5,348	4,933	25,292	-5,255	-1,107	374,178	21,819	361,461	16.57
Kansas.....	4,261	4,173	3,650	3,381	3,251	15,094	-6,340	-5,609	223,836	14,204	214,672	15.11
Missouri.....	25,833	21,188	19,838	22,623	19,389	83,038	-15,396	-18,846	1,290,474	77,104	1,245,936	16.16
Oklahoma.....	7,260	6,520	6,834	6,557	6,291	29,140	-3,083	-15,119	478,570	27,719	464,555	16.72
Region X:												
Louisiana.....	11,065	8,490	7,034	8,875	10,660	36,509	-13,096	-3,982	517,553	34,260	497,041	14.51
New Mexico.....	1,177	1,032	1,019	949	808	3,808	-1,845	+695	61,914	3,656	60,150	16.45
Texas.....	9,570	9,008	9,032	7,400	8,832	34,272	-6,220	-22,178	453,073	32,122	434,103	13.51
Region XI:												
Colorado.....	1,567	1,760	1,848	1,692	1,752	7,286	+1,071	+1,141	113,561	7,076	111,207	15.72
Idaho.....	(9)	1,724	1,300	1,119	1,190	5,333	-6,016	-486	95,602	5,117	92,963	18.17
Montana.....	2,495	1,987	2,216	1,672	1,354	7,510	-4,938	+1,369	118,811	7,510	118,811	15.82
Utah.....	2,258	2,114	1,981	1,544	1,320	6,959	-5,203	-829	153,290	6,437	144,734	22.48
Wyoming.....	604	307	482	471	364	1,624	-1,021	-346	29,077	1,526	27,896	18.28
Region XII:												
Arizona.....	1,604	1,602	1,687	1,555	1,413	6,257	-1,040	+187	114,953	5,955	110,991	18.64
California.....	144,483	152,197	141,195	148,274	146,270	595,161	-160,201	-85,504	12,471,100	566,980	12,066,463	21.28
Nevada.....	1,390	1,399	1,369	1,089	1,162	5,019	-1,634	+711	98,923	4,807	95,943	19.96
Oregon.....	5,710	7,986	7,964	6,124	8,828	30,902	-12,703	-9,594	520,574	29,219	602,745	17.21
Washington.....	21,371	20,059	19,517	18,824	17,815	81,244	-23,936	-27,201	1,516,441	77,411	1,462,133	18.80
Regions XIII and XIV:												
Alaska.....	1,910	1,714	1,642	1,554	1,452	6,362	-1,048	+3,877	146,236	6,093	142,472	23.38
Hawaii.....	1,868	1,106	1,443	1,339	1,190	5,585	-1,162	+3,081	103,954	4,944	99,209	20.07

<sup>1</sup> The number of individuals is assumed to be identical with the number of weeks compensated, which may result in a slight overstatement of the number of individuals.<sup>2</sup> Gross; not adjusted for voided benefit checks and transfers under interstate combined-wage plan.<sup>3</sup> Includes estimates for Alabama and Idaho.<sup>4</sup> Data estimated by State agency.<sup>5</sup> Data not received.

TABLE 4.—Unemployment insurance: Ratio of State insured unemployment<sup>1</sup> in week ended May 8, 1948, to average covered employment in 1946

Region and State	Insured unemployment <sup>1</sup>	Average covered employment <sup>2</sup> (in thousands)	Ratio (percent) of insured unemployment to covered employment
Total.....	1,097,724	30,109.4	3.6
Region I:			
Connecticut.....	18,044	593.3	3.0
Maine.....	13,763	167.2	8.2
Massachusetts.....	72,725	1,413.8	5.1
New Hampshire.....	7,159	126.0	5.7
Rhode Island.....	21,870	231.0	9.5
Vermont.....	1,880	61.4	3.1
Region II-III:			
Delaware.....	1,360	83.2	1.6
New Jersey.....	57,947	1,221.7	4.7
New York.....	200,608	4,086.9	4.9
Pennsylvania.....	70,764	2,826.6	2.5
Region IV:			
District of Columbia.....	3,682	210.0	1.8
Maryland.....	15,825	521.2	3.0
North Carolina.....	14,716	584.9	2.5
Virginia.....	6,418	451.3	1.4
West Virginia.....	8,971	346.9	2.6
Region V:			
Kentucky.....	10,864	333.4	3.3
Michigan.....	53,024	1,430.5	3.7
Ohio.....	34,675	2,017.4	1.7
Region VI:			
Illinois.....	86,476	2,232.4	3.9
Indiana.....	16,490	803.5	2.1
Wisconsin.....	7,114	667.8	1.1
Region VII:			
Alabama.....	12,158	380.1	3.2
Florida.....	11,282	354.8	3.2
Georgia.....	11,903	486.1	2.4
Mississippi.....	5,030	168.5	3.0
South Carolina.....	5,273	279.5	1.9
Tennessee.....	21,406	461.8	4.6
Region VIII:			
Iowa.....	4,210	309.9	1.4
Minnesota.....	11,626	503.2	2.3
Nebraska.....	1,456	144.1	1.0
North Dakota.....	325	34.9	.9
South Dakota.....	294	43.0	.7
Region IX:			
Arkansas.....	6,756	197.0	3.4
Kansas.....	4,023	208.7	1.9
Missouri.....	26,218	722.1	3.7
Oklahoma.....	8,591	237.7	3.6
Region X:			
Louisiana.....	11,684	379.5	3.1
New Mexico.....	1,142	72.1	1.6
Texas.....	12,212	1,016.0	1.2
Region XI:			
Colorado.....	2,801	175.2	1.6
Idaho.....	1,624	76.7	2.1
Montana.....	2,224	83.0	2.7
Utah.....	2,044	106.3	1.9
Wyoming.....	474	46.2	1.0
Region XII:			
Arizona.....	2,831	88.3	3.2
California.....	170,622	2,323.6	7.3
Nevada.....	1,378	36.9	3.7
Oregon.....	9,902	284.0	3.5
Washington.....	23,860	479.9	5.0

<sup>1</sup> Represents number of continued claims for unemployment in the week in which the 8th of the month falls.

<sup>2</sup> Average number of workers in covered employment in the pay period of each type (weekly, semi-monthly, etc.) ending nearest the 15th of each month; corrected to May 15, 1948.

TABLE 5.—Veterans' unemployment allowances: Claims and payments, May 1948<sup>1</sup>

State	Initial claims	Continued claims	Payments
Total.....	243,875	1,726,916	\$33,534,761
Alabama.....	4,367	42,286	806,614
Alaska.....	99	1,706	32,920
Arizona.....	1,926	9,062	192,032
Arkansas.....	2,383	26,567	528,745
California.....	23,792	171,631	3,266,715
Colorado.....	1,671	10,438	202,782
Connecticut.....	2,810	17,564	326,960
Delaware.....	738	2,966	48,682
Dist. of Col.....	380	8,627	193,240
Florida.....	7,587	57,025	1,126,890
Georgia.....	4,507	33,774	632,913
Hawaii.....	600	4,816	101,528
Idaho.....	447	4,292	93,014
Illinois.....	10,986	73,970	1,307,019
Indiana.....	6,618	27,171	539,005
Iowa.....	1,251	7,871	131,525
Kansas.....	1,806	10,416	211,560
Kentucky.....	2,865	29,746	595,471
Louisiana.....	3,452	35,655	674,465
Maine.....	1,782	18,863	367,982
Maryland.....	1,955	15,458	298,231
Massachusetts.....	5,682	72,903	1,400,355
Michigan.....	21,491	79,354	1,606,551
Minnesota.....	2,324	29,579	581,180
Mississippi.....	2,060	15,283	283,840
Missouri.....	5,337	44,915	871,483
Montana.....	465	4,727	90,922
Nebraska.....	593	2,951	65,347
Nevada.....	327	1,523	29,466
New Hampshire.....	1,118	8,719	180,096
New Jersey.....	7,609	69,603	1,372,991
New Mexico.....	906	8,072	155,591
New York.....	45,271	218,511	4,310,499
North Carolina.....	4,261	31,439	585,389
North Dakota.....	39	1,079	22,264
Ohio.....	9,359	64,558	1,211,316
Oklahoma.....	2,379	25,200	536,541
Oregon.....	3,135	20,625	402,102
Pennsylvania.....	17,571	154,012	2,971,456
Puerto Rico.....	1,085	12,609	268,280
Rhode Island.....	1,014	13,050	260,283
South Carolina.....	2,320	22,235	411,654
South Dakota.....	153	2,112	42,409
Tennessee.....	2,975	41,455	829,837
Texas.....	5,769	65,846	1,299,385
Utah.....	784	4,987	101,798
Vermont.....	470	5,103	95,494
Virginia.....	2,463	20,602	422,250
Washington.....	6,118	33,234	648,471
West Virginia.....	2,785	30,209	560,169
Wisconsin.....	2,862	11,684	221,994
Wyoming.....	118	833	17,145

<sup>1</sup> Represents activities under provisions of title V of the Servicemen's Readjustment Act of 1944; excludes data for self-employed veterans.

Source: Data reported to the Readjustment Allowance Service, Veterans Administration, by unemployment insurance agencies in 48 States, the District of Columbia, Alaska, and Hawaii, and by the Veterans Administration for Puerto Rico.

TABLE 6.—Nonfarm placements: Number by State, May 1948

U. S. Employment Service region and State	Total	Women	Veterans <sup>1</sup>
Total.....	482,317	156,906	156,421
Region I:			
Connecticut.....	6,568	2,444	2,035
Maine.....	3,811	1,334	1,212
Massachusetts.....	9,631	3,786	3,263
New Hampshire.....	2,050	538	764
Rhode Island.....	2,025	1,197	452
Vermont.....	1,052	239	476
Region II:			
New York.....	55,342	30,970	11,581
Region III:			
Delaware.....	1,583	780	304
New Jersey.....	10,756	5,467	2,420
Pennsylvania.....	22,810	8,117	8,453
Region IV:			
District of Columbia.....	3,237	1,159	1,121
Maryland.....	5,716	1,557	1,947
North Carolina.....	9,997	2,868	3,227
Virginia.....	8,412	3,298	2,122
West Virginia.....	4,043	1,498	1,362
Region V:			
Kentucky.....	2,843	848	1,051
Michigan.....	12,650	2,288	5,171
Ohio.....	27,901	7,795	8,411
Region VI:			
Illinois.....	13,808	4,642	4,881
Indiana.....	9,467	3,112	2,740
Wisconsin.....	10,047	3,064	3,698
Region VII:			
Alabama.....	13,890	3,979	3,760
Florida.....	11,493	4,457	3,340
Georgia.....	11,611	3,707	3,400
Mississippi.....	8,476	2,453	2,274
South Carolina.....	8,864	1,885	3,044
Tennessee.....	13,011	4,387	4,393
Region VIII:			
Iowa.....	7,617	1,957	3,117
Minnesota.....	10,268	1,880	4,194
Nebraska.....	4,462	806	1,773
North Dakota.....	2,534	493	855
South Dakota.....	1,777	294	749
Region IX:			
Arkansas.....	8,670	2,869	2,593
Kansas.....	7,862	1,775	3,037
Missouri.....	8,746	2,408	2,926
Oklahoma.....	13,233	3,513	4,506
Region X:			
Louisiana.....	6,035	1,588	2,146
New Mexico.....	5,078	891	1,976
Texas.....	42,542	12,372	13,717
Region XI:			
Colorado.....	5,603	846	2,243
Idaho.....	3,834	549	1,877
Montana.....	2,720	398	1,173
Utah.....	2,736	529	1,293
Wyoming.....	1,346	214	524
Region XII:			
Arizona.....	3,649	985	1,282
California.....	35,925	11,104	12,845
Nevada.....	1,798	550	497
Oregon.....	7,927	1,502	3,746
Washington.....	6,951	1,424	2,450

<sup>1</sup> Represents placements of veterans of all wars.

Source: U. S. Employment Service.

TABLE 7.—Old-age and survivors insurance: Monthly benefits in current-payment status <sup>1</sup> at end of the month, by type of benefit and month, May 1947–May 1948, and monthly benefit actions, by type of benefit, May 1948

[Amounts in thousands; data corrected to June 11, 1948]

Item	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Monthly benefits in current-payment status at end of month:														
1947														
May	1,805,219	\$34,480.2	784,083	\$19,353.9	241,224	\$3,148.4	494,959	\$6,266.7	142,857	\$2,896.2	133,443	\$2,700.0	8,653	\$115.0
June	1,832,285	35,071.5	797,927	19,722.2	245,364	3,206.0	499,246	6,328.0	146,124	2,965.6	134,673	2,730.4	8,951	119.2
July	1,855,330	35,598.5	811,586	20,087.6	249,540	3,265.1	500,495	6,345.0	149,173	3,030.5	135,350	2,747.7	9,186	122.6
August	1,876,967	36,094.9	824,265	20,428.5	253,214	3,318.3	502,708	6,378.5	151,770	3,085.8	135,636	2,758.6	9,376	125.2
September	1,905,351	36,655.7	836,861	20,765.9	257,344	3,377.3	509,005	6,469.3	154,863	3,150.9	135,715	2,764.4	9,561	127.9
October	1,930,719	37,245.9	849,841	21,120.9	261,523	3,437.6	515,933	6,571.9	158,410	3,226.3	135,272	2,758.7	9,740	130.5
November	1,952,441	37,711.8	860,827	21,410.8	265,034	3,487.5	520,478	6,638.8	161,145	3,285.1	135,070	2,756.9	9,887	132.8
December	1,978,245	38,276.8	874,724	21,778.9	269,174	3,545.2	524,783	6,702.5	164,300	3,351.8	135,229	2,763.7	10,026	134.7
1948														
January	2,008,009	38,933.2	891,182	22,215.4	273,913	3,612.3	529,660	6,773.8	167,578	3,420.8	135,480	2,773.5	10,196	137.3
February	2,040,859	39,673.6	909,187	22,706.0	278,951	3,685.1	535,074	6,854.3	170,969	3,493.1	136,379	2,796.4	10,299	138.8
March	2,080,312	40,537.9	929,291	23,245.8	284,875	3,769.4	542,097	6,955.7	175,946	3,598.8	137,606	2,827.6	10,437	140.7
April	2,115,064	41,366.6	946,133	23,706.7	289,537	3,838.6	549,128	7,058.5	180,419	3,693.5	139,193	2,865.5	10,654	143.8
May	2,139,746	41,867.5	957,970	24,041.9	293,274	3,895.5	553,430	7,123.7	184,382	3,775.9	139,847	2,883.9	10,843	146.6
Monthly benefit actions, May 1948:														
In force <sup>2</sup> beginning of month	2,408,659	47,937.3	1,114,540	28,273.3	332,520	4,443.0	578,708	7,434.6	183,348	3,750.8	188,786	3,890.6	10,757	145.1
Benefits awarded in month	47,285	995.4	21,484	575.6	7,959	111.7	9,487	131.4	4,675	96.7	3,418	76.2	262	3.8
Entitlements terminated <sup>3</sup>	16,725	313.0	5,786	145.7	2,944	38.0	4,763	62.9	665	13.2	2,505	52.3	62	.9
Net adjustments <sup>4</sup>	-283	9.8	-146	6.9	-45	.7	-94	1.3	5	( <sup>5</sup> )	-2	.9	-1	( <sup>5</sup> )
In force end of month	2,438,936	48,629.5	1,130,092	28,710.0	337,490	4,517.3	583,338	7,504.4	187,363	3,834.4	189,697	3,915.4	10,956	148.0

<sup>1</sup> Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount which is less than current month's benefit.

<sup>2</sup> Represents total benefits awarded (including benefits in current, deferred, and conditional-payment status) after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940.

<sup>3</sup> Benefit is terminated when a beneficiary dies or loses entitlement to a benefit for some other reason.

<sup>4</sup> Adjustments result from operation of maximum and minimum provisions and from recomputations and administrative actions.

<sup>5</sup> Less than \$50.

TABLE 8.—Distribution of account-number applicants under 20 years of age, by sex and age, January–March 1948 and 1947

Age	Total			Male			Female		
	January–March		Percentage change	January–March		Percentage change	January–March		Percentage change
	1948	1947		1948	1947		1948	1947	
Under 20, total	240,687	229,803	+4.7	136,114	127,995	+6.3	104,573	101,808	+2.7
Under 18, total	161,857	161,160	+4	95,654	94,912	+8	66,203	66,248	—1
Under 14	6,104	7,255	—15.9	4,874	5,800	—16.0	1,230	1,455	—15.5
14	10,083	11,499	—12.3	7,463	8,450	—11.7	2,620	3,049	—14.1
15	26,230	29,447	—10.9	17,154	19,105	—10.2	9,076	10,342	—12.2
16	54,198	52,153	+3.9	30,824	28,977	+6.4	23,374	23,176	+9
17	65,242	60,806	+7.3	35,339	32,580	+8.5	29,903	28,226	+5.9
18	44,677	38,410	+16.3	22,860	19,260	+18.7	21,817	19,150	+13.9
19	34,153	30,233	+13.0	17,600	13,823	+27.3	16,553	16,410	+9

TABLE 9.—Distribution of applicants for account numbers by sex, race, and age group, January–March 1948

Age group	Total			Male			Female		
	Total	White <sup>1</sup>	Negro	Total	White <sup>1</sup>	Negro	Total	White <sup>1</sup>	Negro
Total	472,534	414,259	58,275	244,149	214,786	29,363	228,385	199,473	28,912
Under 15	16,187	14,534	1,653	12,337	10,876	1,461	3,850	3,658	192
15–19	224,500	200,213	24,287	123,777	108,446	15,331	100,723	91,767	8,956
20–39	143,040	118,920	24,120	68,490	59,562	8,928	74,580	60,358	14,222
40–59	72,491	65,351	7,140	28,947	26,052	2,895	43,544	39,329	4,215
60–64	8,527	8,001	526	4,880	4,552	328	3,638	3,449	189
65–69	4,577	4,218	359	3,125	2,865	260	1,452	1,353	99
70 and over	3,110	2,919	191	2,530	2,365	165	580	554	26
Unknown	102	73	29	84	68	16	18	5	13

<sup>1</sup> Represents all races other than Negro.

TABLE 10.—Public assistance in the United States, by month, May 1947–May 1948<sup>1</sup>

Year and month	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance
			Families	Children					Families	Children		
Number of recipients							Percentage change from previous month					
1947												
May		2,259,677	391,312	996,959	78,648	338,000		+0.2	+1.9	+1.8	+0.9	-0.3
June		2,271,007	396,148	1,009,475	79,033	335,000		+5	+1.2	+1.3	+5	-7
July		2,279,507	399,688	1,017,730	79,341	334,000		+4	+9	+8	+4	-4
August		2,289,260	404,014	1,027,974	79,719	333,000		+4	+1.1	+1.0	+5	-3
September		2,297,995	407,610	1,037,210	80,045	332,000		+4	+9	+9	+4	-5
October		2,314,788	412,448	1,047,863	80,484	335,000		+7	+1.2	+1.0	+5	+1.1
November		2,323,989	410,912	1,046,146	80,822	340,000		+4	-4	-2	+4	+1.3
December		2,332,006	416,190	1,059,944	81,149	356,000		+3	+1.3	+1.3	+4	+4.7
1948												
January		2,338,645	423,096	1,078,775	81,442	378,000		+3	+1.7	+1.8	+4	+6.3
February		2,340,862	429,792	1,096,609	81,842	393,000		+1	+1.6	+1.7	+5	+3.9
March		2,345,135	437,487	1,115,946	82,073	402,000		+2	+1.8	+1.8	+3	+2.3
April		2,352,249	444,144	1,132,808	82,366	392,000		+3	+1.5	+1.5	+4	-2.4
May		2,362,148	449,698	1,146,397	82,881	377,000		+4	+1.3	+1.2	+6	-3.8
Amount of assistance							Percentage change from previous month					
1947												
May	\$122,023,637	\$81,159,125	\$24,295,503	\$2,971,009	\$13,598,000		+0.1	(?)	+0.7	+0.9	-0.4	
June	122,518,213	81,903,194	24,465,905	2,998,114	13,151,000		+4	+9	+7	+9	-3.3	
July	123,416,954	82,045,300	24,865,393	3,034,261	13,472,000		+7	+2	+1.6	+1.2	+2.4	
August	124,973,835	83,317,307	25,221,353	3,055,175	13,380,000		+1.3	+1.6	+1.4	+7		
September	125,906,690	83,877,538	25,472,965	3,075,157	13,481,000		+7	+7	+1.0	+7	+8	
October	128,418,513	85,201,373	25,961,309	3,167,831	14,088,000		+2.0	+1.6	+1.9	+3.0	+4.5	
November	128,722,531	85,770,698	25,736,955	3,187,878	14,027,000		+2	+7	-9	+6	-4	
December	131,918,102	87,270,336	26,224,905	3,211,861	15,211,000		+2.5	+1.7	+1.9	+8	+8.4	
1948												
January	134,016,675	87,856,146	26,927,594	3,239,935	15,993,000		+1.6	+7	+2.7	+9	+5.1	
February	137,937,576	88,872,293	29,062,674	3,267,609	16,735,000		+2.9	+1.2	+2.9	+9	+4.6	
March	138,351,918	88,430,967	28,808,122	3,292,829	17,820,000		+3	+5	+9	+8	+6.5	
April	138,848,359	88,900,130	29,317,323	3,319,397	17,222,000		+4	+6	+1.8	+8	-3.4	
May	139,106,234	89,920,642	29,668,363	3,362,229	16,155,000		+2	+1.0	+1.2	+1.3	-6.2	

<sup>1</sup> Data subject to revision. Excludes programs administered without Federal participation in States administering such programs concurrently with programs under the Social Security Act.

<sup>2</sup> Decrease of less than 0.05 percent.

<sup>3</sup> February data include retroactive payments in Missouri of \$1,096,446 for old-age assistance and \$907,508 for aid to dependent children. Excluding these amounts, percentage changes for old-age assistance would be -0.1 in February and +0.7 in March; for aid to dependent children, +4.6 in February and +2.3 in March; and for total, +1.4 in February and +1.8 in March.

TABLE 11.—Old-age assistance: Recipients and payments to recipients, by State, May 1948<sup>1</sup>

State	Number of recipients	Payments to recipients		Percentage change from—				State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	April 1948 in—		May 1947 in—				Total amount	Average	April 1948 in—		May 1947 in—	
				Number	Amount	Number	Amount					Number	Amount	Number	Amount
Total.....	2,362,148	\$89,920,642	\$38.07	+0.4	+1.0	+4.5	+10.8	Mo.....	116,230	\$4,351,791	\$37.44	+0.4	+2.9	+2.8	+10.2
Ala.....	64,205	1,246,159	19.41	+9	+3	+24.4	+37.1	Mont.....	10,900	432,287	39.66	-1	(?)	+2.1	+7.8
Alaska.....	1,381	60,076	43.50	+7	+3	+2.1	-8	Nebr.....	23,968	956,940	39.93	-4	(?)	-5.0	-3.0
Ariz.....	10,742	512,624	47.72	+3	+3	+1.7	+1.8	Nev.....	2,136	103,969	48.67	+8	+9	+7.4	+10.3
Ark.....	47,247	859,620	18.19	+1.3	+1.3	+20.9	+19.8	N. H.....	6,790	269,885	39.75	-3	-1	+7	+14.0
Calif.....	186,571	10,657,092	57.12	+8	+9	+9.3	+18.6	N. J.....	23,177	992,816	42.84	(?)	+5	+5	+6.1
Colo.....	44,934	2,854,959	63.54	+1	+5.0	+6.0	+13.8	N. Mex.....	8,813	314,518	35.69	+7	(?)	+12.1	+11.5
Conn.....	15,539	784,538	49.20	+8	+3.1	+4.1	+17.7	N. Y.....	111,845	5,535,659	49.49	+2	-4	+3.6	+8.7
Del.....	1,300	33,500	25.77	0	+1.4	+8.6	+27.5	N. C.....	43,506	787,988	18.11	+1.2	+1.3	+14.9	+15.9
D. C.....	2,351	94,951	40.39	+5	+6	+2.1	+3.6	N. Dak.....	8,737	346,199	39.62	-3	-1	-1.8	-8
Fla.....	58,009	2,213,384	38.16	+1.1	+1.3	+11.8	+17.0	Ohio.....	122,473	5,163,324	42.16	(?)	+1.0	+1.2	+8.4
Ga.....	83,647	1,583,996	18.94	+1.2	+2.3	+9.1	+21.1	Okl.....	96,146	4,292,663	44.64	(?)	+5.3	+1.5	+7.1
Hawaii.....	2,000	66,822	33.41	+1	-1.4	+18.9	+13.6	Oreg.....	22,359	978,767	43.78	+5	+8	-4	+2.4
Idaho.....	10,408	455,555	43.77	-0	+4.2	-8	+3.9	Pa.....	87,992	3,178,861	36.13	-4	+4	-2.2	+4.0
Ill.....	125,670	5,176,475	41.19	(?)	+5	-7	+3.6	R. I.....	8,876	373,723	42.10	-2	+4	+6.8	+14.4
Ind.....	50,422	1,653,053	32.78	(?)	+1.0	-8	+8.1	S. C.....	33,187	658,734	19.85	+8	+9	+14.8	+12.5
Iowa.....	48,555	2,083,411	42.91	(?)	+6	+6	+9.5	S. Dak.....	12,060	399,642	33.14	-4	+1.4	-4.6	-3.2
Kans.....	35,707	1,411,237	39.52	+3	+2	+6.0	+21.2	Tenn.....	51,345	1,182,528	23.03	+1.1	+8	+10.1	+37.7
Ky.....	51,638	851,966	16.50	+2	+2	+10.7	+5.1	Tex.....	202,285	6,331,763	31.30	+6	+1	+4.8	+13.4
La.....	57,130	1,293,528	22.64	+1.6	+2.4	+17.8	+10.4	Utah.....	11,616	542,730	46.72	-6	-5	-8	+1.0
Maine.....	13,120	438,240	33.40	+5	+8	-14.5	-16.6	Vt.....	5,995	203,703	33.98	-1	+6	+9.6	+20.9
Md.....	11,875	389,174	32.77	+2	+4	+1.3	+8.3	Va.....	16,397	303,777	18.53	+1	+4	+3.3	+9.8
Mass.....	88,577	4,884,425	55.14	+1	-4	+4.8	+14.0	Wash.....	63,707	3,627,490	56.94	-1	+1	-3.8	+4.0
Mich.....	91,045	3,524,985	38.72	(?)	+3	-2.4	+5.2	W. Va.....	22,164	452,185	20.40	+6	+7	+8.1	+46.3
Minn.....	54,383	2,384,216	43.84	(?)	+1.1	+7	+19.0	Wis.....	47,870	1,801,206	37.63	+1	+4	+1.5	+6.6
Miss.....	41,174	650,770	15.81	+3.5	+3.7	+5.5	-3.2	Wyo.....	3,944	193,348	49.02	+5	+2	+4.9	+5.4

<sup>1</sup> For definitions of terms see the *Bulletin*, January 1948, pp. 24-26. All data subject to revision.

<sup>2</sup> Increase of less than 0.05 percent.

<sup>3</sup> Decrease of less than 0.05 percent.

TABLE 12.—General assistance: Cases and payments to cases, by State, May 1948<sup>1</sup>

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	April 1948 in—		May 1947 in—	
				Number	Amount	Number	Amount
Total <sup>2</sup>	377,000	\$16,155,000	\$42.82	-3.8	-6.2	+11.7	+18.8
Ala.	6,063	98,212	16.20	+6	+4	+25.9	+29.2
Alaska	121	3,996	33.02	-14.8	-11.3	-24.4	-13.1
Ariz.	2,113	61,286	29.00	+1.0	+2	-2.0	-4.3
Ark.	2,615	32,064	12.26	-5	-5	-7	+2
Calif.	31,010	1,475,245	47.57	-6.8	-5.5	+31.0	+31.7
Colo.	4,586	196,874	42.93	-4.9	-4.3	+12.4	+24.9
Conn.	3,547	157,063	44.28	-4.0	-4.6	+5.6	+16.3
Del.	908	32,903	36.24	-6.8	-10.1	+14.4	+13.7
D. C.	1,141	51,005	44.70	-8	-2	-5.2	-12.1
Fla.	4,100	68,000					
Ga.	3,058	49,171	16.08	-6	-1.7	+3.9	+15.4
Hawaii	1,057	48,215	45.61	+7	-3.0	+12.3	+12.0
Idaho	515	15,515	30.13	-1.3	-1.5	-1.0	+4.0
Ill.	28,441	1,454,124	51.13	-1.1	-6.3	+22.1	+38.8
Ind.	10,221	249,977	24.46	-6.0	-8.2	+11.4	+16.1
Iowa	3,730	98,612	26.44	-9.8	-14.9	-15.3	-14.8
Kans.	4,842	208,504	43.06	-3.9	-4.1	(7)	+1.1
Ky.	2,027	32,531	16.05	-5.7	-7.5	(9)	+3.1
La.	10,257	239,950	22.61	+2.5	+3.2	+21.0	+30.1
Maine	3,035	114,050	37.58	-8.7	-11.9	+28.8	+22.3
Md.	4,270	168,236	39.40	-6	-3.1	-46.7	-39.1
Mass.	16,686	702,697	42.11	-4.2	-7.2	+9.8	+13.2
Mich.	27,481	1,189,909	43.30	-3.9	-15.6	+28.1	+29.8
Minn.	6,837	279,325	40.88	-5.4	-10.0	+11.2	+22.6
Miss.	538	5,516	10.25	-2.5	-4.6	+26.6	+27.3
Mo.	12,255	347,475	28.35	(10)	+1.6	+12.1	+31.7
Mont.	1,372	37,872	27.60	-4.4	-1.2	+19.6	+21.8
Nebr.	1,435	39,980	27.86	-12.9	-15.0	-16.5	-10.4
Nev.	312	6,622	21.22	+7.2	-12.4	+15.1	+9.8
N. H.	1,239	47,105	38.02	-9.6	-9.7	+5.4	+22.5
N. J.	7,109	379,080	53.32	-7.4	-8.0	+19.7	+36.9
N. Mex.	1,909	40,750	21.35	-2.3	-4.0	+9.5	+11.7
N. Y.	163,957	4,172,877	65.25	-2.3	-3.6	+11.7	+8.7
N. C.	3,341	46,920	14.04	-2.1	-1.3	+11.0	+10.5
N. Dak.	752	23,551	31.32	-20.0	-22.8	+11.6	+14.8
Ohio	24,080	1,106,551	45.95	-2.1	-3.6	+28.8	+45.9
Okla.	12,650	80,457	(11)	(12)	(13)	(13)	(13)
Oreg.	6,359	309,070	48.60	-10.7	-8.4	+54.4	+59.6
Pa.	30,822	1,302,785	42.27	-4.6	-8.1	-7.7	+1.8
R. I.	2,655	123,184	46.40	-12.5	-8.4	-5.0	+9
S. C.	4,220	68,515	16.24	+1	+9	-7.3	+21.7
S. Dak.	701	17,864	25.48	-21.2	-28.1	-25.8	-25.9
Tenn.	1,626	21,115	12.99	-4.7	-1	+22.5	+58.4
Tex.	3,900	78,000					
Utah	1,867	100,043	53.58	-4.5	-4.0	+4.9	+12.8
Vt.	700	18,000					
Va.	3,844	79,758	20.75	-6.4	-9.6	+3.2	+8.7
Wash.	10,157	588,880	57.98	-6.5	-6.3	+39.1	+80.5
W. Va.	3,675	54,201	14.75	+7	+1.8	-26.6	-26.1
Wis.	4,900	197,603	40.33	-7.1	-11.9	+6.6	+13.1
Wyo.	438	20,364	46.49	-6.6	-6.2	-7	+4.9

<sup>1</sup> For definitions of terms see the *Bulletin*, January 1948, pp. 24-26. All data subject to revision.

<sup>2</sup> Partly estimated; does not represent sum of State figures because total excludes payments made in Indiana and New Jersey for, and an estimated number of cases receiving, medical care, hospitalization, and burial only.

<sup>3</sup> State program only; excludes program administered by local officials.

<sup>4</sup> About 7 percent of this total is estimated.

<sup>5</sup> Estimated.

<sup>6</sup> Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents about 60 percent of total.

<sup>7</sup> Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

<sup>8</sup> Not computed; data for May 1947 estimated.

<sup>9</sup> Excludes a few cases and small amount of local funds not administered by State agency.

<sup>10</sup> Increase of less than 0.05 percent.

<sup>11</sup> Includes cases receiving medical care only.

<sup>12</sup> Excludes estimated duplication between programs; 3,021 cases were aided by county commissioners and an estimated 4,250 cases under program administered by State Board of Public Welfare. Average per case and percentage change not computed.

TABLE 13.—Aid to the blind: Recipients and payments to recipients, by State, May 1948<sup>1</sup>

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	April 1948 in—		May 1947 in—	
				Number	Amount	Number	Amount
Total	82,881	\$3,362,229	\$40.57	+0.6	+1.3	+5.4	+13.2
Total, 47 States <sup>2</sup>	65,500	2,681,678	40.94	+7	+9	+6.2	+15.3
Ala.	1,098	24,243	22.08	+1.3	+1.5	+10.5	+22.9
Ariz.	658	37,195	56.53	+9	+1.2	+6.3	+5.0
Ark.	1,613	33,868	21.00	+6	+6	+11.2	+10.3
Calif.	7,294	529,628	72.61	+1.7	+1.6	+14.9	+32.7
Colo.	393	20,308	51.67	+8	+1.6	-8	+37.2
Conn.	148	6,218	42.01	-7	-6	+7.2	+16.9
Del.	125	3,804	30.43	0	+1.0	+11.6	+20.7
D. C.	212	9,445	44.55	-3.6	-5.0	-1.4	+4.6
Fla.	2,841	111,774	39.34	+1.0	+1.1	+8.4	+13.0
Ga.	2,334	52,399	22.45	+1.2	+1.9	+6.2	+16.9
Hawaii	78	2,915	37.37	(3)	(3)	(3)	(3)
Idaho	203	9,732	47.94	-5	+3.2	-6.0	-4.7
Ill.	4,627	198,174	42.83	-5	-1	-4.6	-3
Ind.	1,904	66,323	34.83	-1	+7	-5	+8.2
Iowa	1,203	55,817	46.40	+6	+1.2	-2.2	-2.0
Kans.	867	36,533	41.91	-9	-2.0	-22.9	-18.6
Ky.	1,881	39,811	21.17	+4	+4	+11.6	+6.0
La.	1,645	45,938	27.93	+1.6	+2.7	+10.1	+3.8
Maine	673	22,760	33.82	+4	+1.0	-9.2	-10.7
Md.	463	16,369	35.35	-1.1	-9	-1.7	+2.2
Mass.	1,259	67,851	53.89	+1.0	+2.5	+8.1	+13.8
Mich.	1,511	65,830	43.57	+1.0	+2.0	+6.7	+15.1
Minn.	1,042	51,864	49.77	+3	-3	+7.1	+18.0
Miss.	2,146	51,642	24.06	+2.0	+2.0	+4.8	+5.9
Mo.	1,760	106,820	60.70				
Mont.	442	18,270	41.33	+9	+1.1	+12.5	+15.9
Nebr.	516	23,153	44.87	+6	+1.0	+13.2	+27.8
Nev.	29	1,254	(4)	(4)	(4)	(4)	(4)
N. H.	301	12,704	42.21	-7	-3	+4.5	+19.4
N. J.	641	28,599	44.62	-2	+5	+0.0	+15.3
N. Mex.	413	16,274	39.40	-5	-5	+47.0	+47.8
N. Y.	3,578	198,039	55.35	+6	+7	+6.8	+12.2
N. C.	3,224	94,493	29.31	+0	+2.3	+13.6	+28.0
N. Dak.	122	5,166	42.34	+8	(7)	-3.9	+6.6
Ohio	3,424	135,352	39.53	+4	+5	+6.4	+17.8
Okla.	2,600	111,295	42.81	-2	-2	+8.3	+8.2
Oreg.	376	18,969	50.45	0	+9	-3.6	-3.9
Pa.	14,602	583,047	39.93	+4	+7	+4.1	+4.7
R. I.	143	6,561	45.88	+7	+4	+7.5	+20.9
S. C.	1,318	29,691	22.53	+6	+6	+11.3	+4.9
S. Dak.	218	6,650	30.50	0	+2.0	+2.3	+3.1
Tenn.	1,915	62,178	32.47	+1.2	+6	+12.5	+59.6
Tex.	5,561	193,072	34.72	+6	+8	+5.5	+16.3
Utah	145	7,888	54.40	+7	-4	-7	+13.0
Vt.	186	7,099	38.17	+5	+7	+3.9	+7.3
Va.	1,195	28,767	24.07	+3	+2	+8.4	+16.7
Wash.	609	46,726	69.84	+5	+1.1	-3.1	+10.7
W. Va.	886	20,855	23.54	-1	-2	+1.3	+32.4
Wis.	1,293	51,308	39.68	+1	+3	-1	+9.5
Wyo.	116	5,328	45.93	+1.8	+1.0	+17.2	+4.1

<sup>1</sup> For definitions of terms see the *Bulletin*, January 1948, pp. 24-26. Figures in italics represent programs administered without Federal participation. Data exclude program administered without Federal participation in Connecticut, which administers such program concurrently with program under the Social Security Act. Alaska does not administer aid to the blind. All data subject to revision.

<sup>2</sup> Under plans approved by the Social Security Administration.

<sup>3</sup> A average payment not calculated on base of less than 50 recipients; percentage change, on less than 100 recipients.

<sup>4</sup> Excludes cost of medical care, for which payments are made to recipients quarterly.

<sup>5</sup> Estimated.

<sup>6</sup> Represents statutory monthly pension of \$35 per recipient; excludes payment for other than a month.

<sup>7</sup> Increase of less than 0.05 percent.

TABLE 14.—Aid to dependent children: Recipients and payments to recipients, by State, May 1948 <sup>1</sup>

State	Number of recipients		Payments to recipients		Percentage change from—					
	Families	Children	Total amount	Average per family	April 1948 in—			May 1947 in—		
					Number of—		Amount	Number of—		Amount
					Families	Children		Families	Children	
Total.....	449,698	1,146,397	\$29,668,363	\$65.97	+1.3	+1.2	+1.2	+14.9	+15.0	+22.1
Total, 50 States <sup>2</sup> .....	449,653	1,146,289	29,666,754	65.98	+1.3	+1.2	+1.2	+14.9	+15.0	+22.1
Alabama.....	10,402	28,581	347,097	33.08	+1.5	+1.4	+1.5	+30.8	+27.6	+37.7
Alaska.....	231	530	7,354	31.84	+1.3	-7	+5	+4.5	-5.4	-30.1
Arizona.....	2,473	7,213	129,307	51.88	+9	+1.0	+1.1	+5.7	-5.0	+14.8
Arkansas.....	9,194	24,003	325,982	35.46	+2.5	+2.5	+2.5	+37.8	+35.8	+34.6
California.....	15,860	36,686	1,699,720	107.17	+3.7	+3.3	+3.8	+50.2	+42.3	+60.3
Colorado.....	4,642	12,676	359,945	77.54	+6	+7	-1.7	+12.8	+12.1	+27.6
Connecticut.....	2,833	7,000	290,256	102.46	+2.0	+2.9	+3.7	+2.2	+1.3	+12.6
Delaware.....	356	1,049	26,069	73.23	+6.6	+5.9	+5.4	+42.4	+55.4	+56.1
District of Columbia.....	1,329	4,099	100,997	75.99	+3.9	+5.3	+3.9	+5	+4.2	+2.9
Florida.....	17,384	42,593	726,964	41.82	+3.9	+3.5	+3.6	+73.8	+70.6	+105.4
Georgia.....	8,520	21,887	312,361	36.66	+3.6	+3.8	+4.1	+31.9	+31.8	+36.6
Hawaii.....	1,395	4,198	119,139	85.40	+3.7	+3.7	+4.4	+48.7	+47.5	+37.0
Idaho.....	1,887	4,813	163,278	86.53	+2	-3	+7.6	+7.2	+4.9	+17.7
Illinois.....	21,980	55,635	1,915,723	87.16	+9	+8	+1.0	-5.2	-2.7	+5.4
Indiana.....	8,436	20,924	428,027	50.74	+9	+1.0	+1.7	+11.2	+12.2	+37.7
Iowa.....	4,976	12,739	361,823	72.71	+5	+2	+1.2	+16.8	+16.3	+143.5
Kansas.....	5,023	12,693	359,945	71.66	-2	-2	-1.2	+6.1	+5.8	+7.8
Kentucky.....	13,356	33,897	490,148	36.70	+1.7	+1.6	+5.0	+52.7	+50.7	+59.0
Louisiana.....	14,943	38,619	602,650	40.33	+2.1	+1.5	+2.3	+27.3	+27.3	+12.9
Maine.....	2,407	6,927	189,454	78.71	+4.7	+4.6	+4.2	+25.8	+26.3	+8.5
Maryland.....	5,797	16,709	415,285	71.64	+3	-1	-1	+20.0	+20.5	+78.1
Massachusetts.....	10,299	25,508	1,062,609	103.18	+6	+8	-3	+12.8	+12.7	+21.7
Michigan.....	22,111	51,902	1,716,529	77.63	+1.0	+1.1	+9	+10.7	+9.3	+10.5
Minnesota.....	6,804	17,403	468,310	68.83	+9	+9	+1.0	+15.5	+15.5	+42.2
Mississippi.....	5,665	15,076	149,161	26.33	+2.4	+2.4	+2.4	+6.8	+7.2	+6.4
Missouri.....	20,395	52,680	942,951	46.23	+7	+5	+6	+4.2	+2.9	+43.7
Montana.....	1,929	5,056	137,289	71.17	-3	-9	-5	+14.8	+13.8	+22.9
Nebraska.....	3,262	7,727	242,133	74.23	+1.2	+1.1	+4	+4.0	+3.9	-5.1
Nevada.....	45	108	1,609	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
New Hampshire.....	1,208	3,031	97,811	80.97	+7	+3	+1	+9.9	+8.3	+13.5
New Jersey.....	4,742	12,448	388,729	81.98	+6	+1.4	+1.2	+17.0	+19.5	+23.8
New Mexico.....	4,671	12,409	257,630	55.16	+1.2	+1.2	+9	+30.6	+32.3	+48.5
New York.....	45,757	106,686	4,646,476	101.55	+1	-2	-3	+16.4	+15.7	+16.9
North Carolina.....	9,198	26,279	327,519	35.61	+9	+1.0	+1.2	+21.7	+22.5	+22.9
North Dakota.....	1,669	4,518	147,769	88.54	+1	+7	+2.5	-1	+4	+20.0
Ohio.....	10,808	29,371	767,873	71.05	+7.1	+7.5	+5.8	+16.6	+15.4	+25.4
Oklahoma.....	23,349	58,158	1,030,768	44.15	+1.1	+1.1	+1.0	-14.4	-11.8	+16.0
Oregon.....	2,715	6,956	272,181	100.25	+3.5	+3.2	+4.2	+10.8	+12.3	+22.7
Pennsylvania.....	40,307	104,298	3,255,475	80.77	-8	-9	+2	+3.1	+4.4	+15.9
Rhode Island.....	2,718	6,814	215,964	79.46	+3	+1	+7	+16.0	+16.3	+20.2
South Carolina.....	6,823	19,094	177,939	26.08	+8	+7	+6	+26.7	+28.0	+20.1
South Dakota.....	1,829	4,576	84,243	45.06	+1.0	+1.4	+1.6	-6.3	-4.7	-6.1
Tennessee.....	15,523	41,548	720,159	46.39	+1.3	+1.1	+9	+16.0	+16.0	+53.5
Texas.....	17,594	44,754	630,883	35.86	+1.2	+1.5	+1.4	+27.9	+28.8	+9.2
Utah.....	2,989	7,838	304,981	102.03	+2.0	+1.9	+1.2	+22.8	+20.5	+35.9
Vermont.....	820	2,303	39,313	47.94	+1.7	+1.4	+1.8	+21.7	+18.1	+25.1
Virginia.....	5,257	15,150	218,798	41.62	+5	+9	+1.3	+17.2	+16.5	+25.1
Washington.....	8,456	20,274	838,374	99.15	+2.1	+2.1	+2.7	+15.9	+15.3	+5.8
West Virginia.....	11,146	30,701	454,224	40.75	+9	+7	+7	+17.3	+17.7	+65.8
Wisconsin.....	7,690	19,205	663,366	86.26	+8	+6	+9	+6.9	+7.1	+15.7
Wyoming.....	405	1,164	36,773	90.80	+7	+3	+3	+5.7	+6.8	+11.5

<sup>1</sup> For definitions of terms see the *Bulletin*, January 1948, pp. 24-26. Figures in italics represent program administered without Federal participation. Data exclude programs administered without Federal participation in Florida, Kentucky, and Nebraska, which administer such programs concurrently with programs under the Social Security Act. All data subject to revision.

<sup>2</sup> Under plans approved by the Social Security Administration.

<sup>3</sup> Excludes cost of medical care, for which payments are made to recipients quarterly.

<sup>4</sup> Average payment not calculated on base of less than 50 families; percentage change, on less than 100 families.

TABLE 15.—Selected social insurance and related programs, by specified period, 1940-48

[In thousands; data corrected to July 27, 1948]

Year and month	Total	Retirement, disability, and survivor programs										Unemployment insurance programs					Readjustment allowances to self-employed veterans <sup>15</sup>
		Monthly retirement and disability benefits <sup>1</sup>				Survivor benefits						Sickness benefits <sup>11</sup>		State unemployment insurance laws <sup>12</sup>	Servicemen's Readjustment Act <sup>14</sup>	Railroad Unemployment Insurance Act <sup>13</sup>	
		Social Security Act <sup>3</sup>	Railroad Retirement Act <sup>4</sup>	Civil Service Commission <sup>5</sup>	Veterans Administration <sup>6</sup>	Monthly			Lump-sum <sup>9</sup>			State laws <sup>12</sup>	Railroad Unemployment Insurance Act <sup>13</sup>				
						Social Security Act <sup>6</sup>	Railroad Retirement Act <sup>7</sup>	Veterans Administration <sup>8</sup>	Social Security Act	Other <sup>10</sup>							
Number of beneficiaries																	
1947																	
May		1,045.3	191.9	111.6	2,355.6	759.9	32.1	886.8	19.2	9.8	26.9		940.3	752.2	48.3	248.6	
June		1,063.6	194.1	112.6	2,354.3	768.7	37.1	896.8	16.0	11.3	25.8		1,006.7	712.9	39.5	257.1	
July		1,081.6	197.8	114.3	2,351.6	773.7	42.3	907.3	15.6	10.9	25.3	4.5	953.6	751.3	31.1	212.1	
August		1,098.2	201.0	115.9	2,345.7	778.8	47.5	914.7	14.4	9.6	23.0	18.3	914.6	734.6	34.0	186.1	
September		1,115.2	203.4	117.6	2,340.6	788.1	51.9	919.4	15.4	10.1	22.2	24.7	779.4	715.1	37.6	142.3	
October		1,132.8	207.2	119.3	2,337.4	797.9	60.3	925.8	17.5	10.9	22.9	31.2	655.9	427.8	44.3	106.4	
November		1,147.6	209.9	120.6	2,335.5	805.1	69.8	929.9	13.8	9.2	19.8	26.1	593.4	397.1	33.7	68.0	
December		1,165.8	211.6	121.9	2,335.2	812.5	78.6	936.7	14.1	11.2	22.5	31.2	621.4	464.6	46.6	72.9	
1948																	
January		1,187.3	212.9	122.5	2,331.8	820.8	84.4	941.0	15.5	8.0	23.1	34.5	800.5	590.9	54.2	59.9	
February		1,210.7	214.0	123.0	2,328.3	830.1	89.6	944.7	15.3	9.9	21.8	32.5	770.9	639.8	48.7	61.4	
March		1,237.2	215.3	123.3	2,324.5	843.1	92.1	949.0	22.3	10.8	25.5	35.5	934.9	646.1	54.2	102.0	
April		1,259.1	215.7	124.2	2,322.5	856.0	95.2	954.9	20.1	12.2	25.9	32.4	849.9	436.0	61.6	113.6	
May		1,274.9	216.8	127.1	2,320.5	864.8	99.7	959.4	17.1	9.3	27.7	26.6	912.5	436.1	46.6	106.1	
Amount of benefits <sup>16</sup>																	
1940		\$1,188,702	\$21,074	\$114,166	\$62,019	\$317,851	\$7,784	\$1,448	\$105,696	\$11,736	\$12,267		\$518,700		\$15,961		
1941		1,085,488	55,141	119,912	64,933	320,561	25,454	1,559	111,799	13,328	13,943		344,321		14,537		
1942		1,130,721	80,305	122,806	68,115	325,265	41,702	1,603	111,193	15,038	14,342		344,084		6,268		
1943		921,463	97,257	125,795	72,961	331,550	57,763	1,704	116,133	17,830	17,255	\$2,857	79,643		917		
1944		1,119,684	119,009	129,707	78,081	456,279	76,942	1,765	144,302	22,146	19,238	5,035	62,385	84,113	582	\$102	
1945		2,067,434	157,391	137,140	85,742	697,830	104,231	1,772	254,238	26,135	23,431	4,669	445,866	114,955	2,359	11,675	
1946		5,152,218	320,285	149,188	96,418	1,268,984	130,139	1,817	333,640	27,267	30,610	4,761	1,095,475	1,491,294	39,917	252,424	
1947		4,698,641	299,830	177,053	108,691	1,676,029	153,109	19,283	382,515	29,517	33,115	22,024	\$11,368	776,164	772,368	39,401	
1947																	
May		399,569	22,743	13,482	8,956	140,115	11,736	951	31,505	2,940	2,320	2,167	72,295	63,763	3,107	23,489	
June		392,179	23,173	13,632	8,896	134,942	11,898	1,075	32,137	2,437	3,085	2,072	73,559	58,542	2,490	24,241	
July		400,290	23,600	13,891	9,055	136,585	11,999	1,198	31,209	2,402	3,008	2,076	76,534	66,239	1,833	20,339	
August		384,666	23,996	14,100	9,164	137,346	12,069	1,308	32,578	2,215	2,435	1,878	66,804	59,521	2,107	17,558	
September		363,508	24,397	14,251	9,154	132,717	12,258	1,397	31,948	2,304	2,726	1,799	59,258	53,336	2,352	13,406	
October		350,664	24,818	14,488	9,358	141,603	12,429	1,589	32,277	2,731	2,975	1,854	52,795	38,153	2,832	9,967	
November		326,197	25,160	14,653	9,469	143,213	12,552	1,831	31,135	2,132	2,464	1,612	41,677	29,554	2,121	6,309	
December		354,997	25,589	14,758	9,395	146,655	12,687	2,040	31,824	2,202	2,833	1,824	52,202	40,209	2,977	6,631	
1948																	
January		377,090	26,098	14,840	9,479	151,923	12,836	2,170	33,307	2,444	2,201	1,814	59,161	48,933	3,370	5,391	
February		369,058	26,666	14,910	9,522	142,280	13,007	2,283	31,790	2,436	2,918	1,773	60,730	49,466	2,867	5,681	
March		402,525	27,296	14,998	9,342	145,141	13,242	2,340	33,001	3,541	2,826	2,243	76,573	55,782	3,462	9,519	
April		390,637	27,832	15,021	9,550	146,709	13,474	2,411	30,312	3,032	2,976	2,200	73,576	46,940	3,822	9,887	
May		399,166	28,229	15,087	11,393	142,637	13,639	2,506	*32,806	2,096	2,571	2,229	66,432	33,535	2,932	9,973	

<sup>2</sup> Preliminary.<sup>1</sup> Old-age retirement benefits under all acts, disability retirement benefits under the Railroad Retirement and the Civil Service Retirement Acts, and disability payments to veterans.<sup>3</sup> Primary and wife's benefits and benefits to children of primary beneficiaries. Partly estimated.<sup>4</sup> Age and disability annuitants and pensioners in current-payment status at end of month, and amounts certified, minus cancellations, during year.<sup>5</sup> Retirement and disability benefits include survivor benefits under joint and survivor elections. Payments principally from civil-service retirement and disability fund but also from Canal Zone and Alaska Railroad retirement and disability funds administered by the Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Refunds to employees leaving the service are not included but are summarized in the February and August issues of the *Bulletin*.<sup>6</sup> Veterans' pensions and compensation.<sup>7</sup> Widow's, widow's current, parent's, and child's benefits. Partly estimated.<sup>8</sup> Annuities to widows under joint and survivor elections, 12-month death-benefit annuities to widows and next of kin, and, beginning February 1947, widow's, widow's current, parent's, and child's benefits in current-payment status.<sup>9</sup> Payments to widows, parents, and children of deceased veterans.<sup>10</sup> Number of decedents on whose account lump-sum payments were made, and amount certified for payment.<sup>11</sup> Payments under the Railroad Retirement Act and Federal civil-service and veterans' programs. Partly estimated. Annual data are shown separately for these 3 programs in the August *Bulletin* each year.<sup>12</sup> Compensation for temporary disability payable in Rhode Island beginning

April 1943, in California beginning December 1946, and under the Railroad Unemployment Insurance Act beginning July 1947; includes maternity benefits in Rhode Island and under the Railroad Unemployment Insurance Act; excludes benefits under private plans in California.

<sup>13</sup> Before January 1948, number represents average weekly number of beneficiaries; beginning January 1948, number represents number during week ended nearest 15th of month. Annual amounts adjusted for voided benefit checks; monthly amounts not adjusted. Beginning July 1947, State unemployment insurance data include reconversion unemployment benefits for seamen.<sup>14</sup> Number represents average number of persons receiving benefits in a 14-day registration period. Annual amounts adjusted for underpayments and recoveries of overpayments; monthly figures not adjusted.<sup>15</sup> Readjustment allowances to unemployed veterans only. Before January 1948, number represents average weekly number of continued claims during weeks ended in the month; beginning January 1948, number represents number of continued claims during week ended nearest 15th of month.<sup>16</sup> Number and amount of claims paid during month under the Servicemen's Readjustment Act.<sup>17</sup> Payments to individuals: annual and lump-sum payments (amounts certified, including retroactive payments) and monthly payments in current-payment status, under the Social Security and the Railroad Retirement Acts; amounts certified under the Railroad Unemployment Insurance Act; disbursements minus cancellations, under the Civil Service Commission and the Veterans Administration programs; checks issued by State agencies, under State unemployment insurance and State sickness compensation programs and under the Servicemen's Readjustment Act.

Source: Based on reports of administrative agencies.

TABLE 16.—Status of the old-age and survivors insurance trust fund, by specified period, 1937-48

[In thousands]

Period	Receipts		Expenditures		Assets			
	Transfers and appropriations to trust fund <sup>1</sup>	Interest received	Benefit payments	Administrative expenses	Net total of U. S. Government securities acquired <sup>2</sup>	Cash with disbursing officer at end of period	Credit of fund account at end of period	Total assets at end of period
Cumulative, January 1937-May 1948.....	\$11,319,654	\$932,311	\$1,994,741	\$274,367	\$9,505,966	\$78,590	\$398,300	\$9,982,857
Fiscal year:								
1945-46.....	1,238,218	147,766	320,510	37,427	1,002,453	49,167	43,527	7,641,423
1946-47.....	1,459,867	163,466	425,582	40,788	1,193,600	48,751	7,305	8,798,390
11 months ended:								
May 1946.....	1,231,584	41,351	289,298	33,574	673,143	48,037	295,982	7,563,443
May 1947.....	1,451,542	63,446	386,587	37,198	770,000	53,322	360,574	8,732,630
May 1948.....	1,600,272	92,567	465,163	43,209	763,632	78,590	398,300	9,982,857
1947								
May.....	340,382	—	38,651	3,327	—	53,322	360,574	8,732,630
June.....	8,325	100,020	38,995	3,590	423,600	48,751	7,305	8,798,390
July.....	72,390	64	39,314	3,554	-42,000	54,930	72,412	8,827,676
August.....	329,958	—	39,206	3,361	—	55,927	358,806	9,115,066
September.....	13,861	9,242	39,874	3,550	300,000	66,736	27,676	9,094,746
October.....	65,592	—	41,662	4,470	—	65,150	48,722	9,114,206
November.....	310,496	—	40,933	3,492	134,043	163,244	82,556	9,380,278
December.....	14,078	11,954	41,865	4,301	134,103	73,754	17,909	9,360,144
1948								
January.....	35,496	60,775	37,747	3,714	—	78,257	68,217	9,414,954
February.....	277,662	—	47,418	3,732	156,645	163,443	82,898	9,641,466
March.....	30,415	10,006	45,464	4,397	104,740	91,169	10,991	9,632,025
April.....	74,321	527	46,068	3,908	-23,899	79,184	71,751	9,656,901
May.....	376,000	—	45,613	4,432	—	78,590	398,300	9,982,857

<sup>1</sup> Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act; the Second Deficiency Appropriation Act, 1947, made available an additional \$375,000 for salaries of the Bureau of Old-Age and Survivors Insurance, and the Labor-Federal Security Appropriation Act, 1948, appropriated from the general fund of the Treasury \$700,000 to meet the additional administrative costs of benefits payable to survivors of certain

World War II veterans as defined in title II of the Social Security Act Amendments of 1946.

<sup>2</sup> Includes accrued interest; minus figures represent net total of securities redeemed.

Source: Daily Statement of the U. S. Treasury.

TABLE 17.—Status of the unemployment trust fund, by specified period, 1936-48

[In thousands]

Period	Total assets at end of period	Net total of U. S. Government securities acquired <sup>1</sup>	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	Withdrawals <sup>2</sup>	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period <sup>2</sup>
Cumulative, January 1936-May 1948.....	\$8,302,952	\$8,265,424	\$37,527	\$11,550,891	\$805,450	\$4,974,607	\$7,381,790	\$845,036	\$72,126	\$169,619	\$921,164
Fiscal year:											
1945-46.....	7,449,120	101,827	40,120	1,009,900	130,373	1,128,720	6,690,672	116,214	13,220	17,107	758,448
1946-47.....	7,869,044	443,000	17,044	1,005,273	131,410	817,817	7,009,547	127,576	15,469	51,657	859,496
11 months ended:											
May 1946.....	7,439,485	76,010	56,302	999,979	69,557	1,037,754	6,710,892	88,654	6,847	13,102	728,593
May 1947.....	7,831,181	395,000	27,181	987,583	68,591	741,301	7,005,546	98,537	7,942	48,753	825,635
May 1948.....	8,302,952	419,424	37,527	995,364	76,176	699,295	7,381,790	98,774	9,388	56,147	921,164
1947											
May.....	7,831,181	175,000	27,181	249,282	—	65,811	7,005,546	1,332	—	3,803	825,635
June.....	7,869,044	48,000	17,044	17,690	62,827	76,516	7,009,547	29,239	7,528	2,904	859,496
July.....	7,823,505	-55,000	26,505	39,070	22	91,897	6,956,742	94	3	2,481	866,764
August.....	7,993,421	167,000	29,421	243,149	—	71,187	7,128,704	1,623	—	3,670	864,717
September.....	7,971,852	-10,000	17,852	12,785	3,448	59,598	7,085,339	26,179	413	4,795	886,514
October.....	7,953,852	-15,000	14,852	37,897	174	53,708	7,069,702	3,301	21	5,685	884,150
November.....	8,121,991	159,326	23,665	212,268	—	40,966	7,241,004	1,175	—	4,341	880,987
December.....	8,124,162	4,161	21,675	16,363	4,780	45,248	7,216,899	31,290	586	5,600	907,263
1948											
January.....	8,158,110	30,000	25,623	27,678	63,903	59,653	7,248,827	30	7,889	5,896	909,284
February.....	8,248,926	93,000	23,439	154,039	—	58,918	7,343,948	1,091	—	5,395	904,980
March.....	8,216,724	-35,063	26,299	13,973	3,601	76,427	7,285,095	32,761	445	6,555	931,631
April.....	8,174,535	-50,000	34,110	38,707	248	75,254	7,248,796	68	31	5,989	925,741
May.....	8,302,952	125,000	37,527	199,436	—	66,442	7,381,790	1,160	—	5,737	921,164

<sup>1</sup> Includes accrued interest; minus figures represent net total of securities redeemed.

<sup>2</sup> Includes transfers from State accounts to railroad unemployment insurance account amounting to \$107,161,000.

<sup>3</sup> Includes transfers from railroad unemployment insurance administration fund amounting to \$66,514,000.

<sup>4</sup> Includes withdrawals of \$15,200,000 for disability insurance benefits.

Source: Daily Statement of the U. S. Treasury.

TABLE 18.—Contributions and taxes under selected social insurance and related programs, by specified period, 1945-48

[In thousands]

Period	Retirement, disability, and survivors insurance			Unemployment insurance		
	Federal insurance contributions <sup>1</sup>	Federal civil-service contributions <sup>2</sup>	Taxes on carriers and their employees	State unemployment contributions <sup>3</sup>	Federal unemployment taxes <sup>4</sup>	Railroad unemployment insurance contributions
Fiscal year:						
1945-46.....	\$1,238,218	\$528,049	\$282,610	\$1,009,091	\$179,930	\$129,126
1946-47.....	1,459,492	481,448	380,057	1,001,504	184,823	141,750
11 months ended:						
May 1946.....	1,231,584	505,174	217,371	1,003,262	178,490	98,504
May 1947.....	1,451,542	458,385	268,046	993,920	183,477	109,263
May 1948.....	1,599,572	457,978	433,253	1,001,374	206,738	109,749
1947						
May.....	340,382	19,761	12,185	191,462	11,924	1,481
June.....	7,950	23,064	112,011	7,584	1,347	32,487
July.....	72,390	16,422	5,997	117,366	2,054	104
August.....	329,258	526,514	13,018	171,248	9,409	1,776
September.....	13,861	18,951	116,289	6,225	2,790	29,115
October.....	65,592	20,267	4,214	107,752	561	3,667
November.....	310,496	18,786	8,573	152,680	9,822	1,309
December.....	14,078	20,142	126,245	7,479	1,498	34,767
1948						
January.....	35,496	20,064	2,539	77,515	12,906	33
February.....	277,662	18,579	6,499	109,583	138,448	1,212
March.....	30,415	18,978	132,618	6,864	12,912	36,401
April.....	74,324	19,256	5,663	112,188	2,921	76
May.....	376,000	19,998	11,598	132,475	13,417	1,289

<sup>1</sup> Represents contributions of employees and employers in employments covered by old-age and survivors insurance.<sup>2</sup> Represents employee and Government contributions to the civil-service, Canal Zone, and Alaska Railroad retirement and disability funds; in recent years Government contributions are made in 1 month for the entire fiscal year.<sup>3</sup> Represents deposits in State clearing accounts of contributions plus penalties and interest collected from employers and through April 1946, contributions from employees in 4 States; employee contributions beginning May 21, 1946, in California and beginning July 1, 1946, in Rhode Island, are deposited in the respective State sickness insurance funds. Data reported by State agencies; corrected to June 22, 1948.<sup>4</sup> Represents taxes paid by employers under the Federal Unemployment Tax Act.<sup>5</sup> Represents August contributions of \$19.6 million from employees, and contributions for fiscal year 1947-48 of \$245.4 million from the Federal Government and \$1.5 million from the District of Columbia for certain District Government employees.

Source: Daily Statement of the U. S. Treasury, unless otherwise noted.

TABLE 19.—Federal appropriations and expenditures under Social Security Administration programs, by specified period, 1946-48

[In thousands]

Item	Fiscal year 1946-47		Fiscal year 1947-48	
	Appropriations <sup>1</sup>	Expenditures through May 1947 <sup>2</sup>	Appropriations <sup>1</sup>	Expenditures through May 1948 <sup>2</sup>
Total.....	\$1,180,088	\$1,125,737	\$1,404,288	\$1,289,068
Administrative expenses.....	38,733	45,886	42,476	49,842
Federal Security Agency, Social Security Administration <sup>3</sup>	38,583	35,102	42,376	38,470
Department of Commerce, Bureau of the Census.....	( <sup>4</sup> ) 150	237	( <sup>4</sup> ) 100	80
Department of the Treasury <sup>4</sup> .....	( <sup>4</sup> )	10,547	( <sup>4</sup> )	11,292
Grants to States.....	715,773	693,264	816,612	774,063
Unemployment insurance administration.....	58,100	59,312	65,612	66,049
Old-age assistance.....	619,000	484,850	726,000	535,885
Aid to the blind.....		14,214		15,915
Aid to dependent children.....		106,300		133,596
Maternal and child health services.....	<sup>5</sup> 11,000	9,213	11,000	10,101
Services for crippled children.....	<sup>6</sup> 7,500	6,883	7,500	7,116
Child welfare services.....	<sup>6</sup> 3,500	2,001	3,500	3,357
Emergency maternity and infant care.....	16,664	10,491	3,000	2,044
Benefit payments, old-age and survivors insurance.....	<sup>7</sup> 425,582	<sup>7</sup> 386,587	<sup>8</sup> 543,000	<sup>7</sup> 465,163
Reconversion unemployment benefits for seamen.....			2,200	( <sup>9</sup> )

<sup>1</sup> Excludes unexpended balance of appropriations for preceding fiscal year.<sup>2</sup> Includes expenditures from unexpended balance of appropriations for preceding fiscal year.<sup>3</sup> Appropriations and expenditures for salaries and allotments, and expenditures for printing and binding, penalty mail, and traveling expenses.<sup>4</sup> Amounts expended by the Treasury in administering title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed from old-age and survivors insurance trust fund to general fund of Treasury.<sup>5</sup> Not available because not separated from appropriations for other purposes.<sup>6</sup> Maximum grants authorized by Social Security Act Amendments of 1946; actual appropriations were \$12,705,000, \$8,467,500, and \$4,127,500.<sup>7</sup> Actual payments from old-age and survivors insurance trust fund.<sup>8</sup> Estimated expenditures as shown in 1947-48 budget.<sup>9</sup> Not available.

Source: Federal appropriation acts and 1947-48 budget (appropriations); Daily Statement of the U. S. Treasury and reports from administrative agencies (expenditures).

(Continued from page 22)

SOLOMON, BEN. *Juvenile Delinquency—Practical Prevention*. Peekskill, N. Y.: Youth Service, Inc. 96 pp. \$1.50.

### Health and Medical Care

CENTRAL SERVICE FOR THE CHRONICALLY ILL. *Chronic Illness in Metropolitan Chicago*. Chicago: The Service, 1947. 25 pp. Processed.

"A preliminary report on the nature and extent of the problem . . . in the Chicago metropolitan area and the general type of community program which should be developed to meet it . . ."

GOLDMAN, FRANZ. *Voluntary Medical Care Insurance in the United States*. New York: Columbia University Press, 1948. 228 pp. \$3.

"Describes and analyzes the development and present state of voluntary medical care insurance and appraises the most important types of organizations in the United States." Includes chapters on the principle of medical care insurance and the prerequisites for its effective application, progress of the major types of programs since the middle of the nineteenth century, the pertinent statements issued by national voluntary organizations, and plans for cash indemnity, group practice, and nonprofit hospital services.

NELSON, CHARLES S. "Facts and Impressions Regarding the National Health Assembly of 1948, Held in Washington, D. C., May 1-4." *Ohio State Medical Journal*, Columbus, Vol. 44, June 1948, pp. 625-632. 30 cents.

NEW YORK ACADEMY OF MEDICINE. *Medicine in the Postwar World—The March of Medicine, 1947*. New York: Columbia University Press, 1948. 109 pp. \$2.

The 1947 Lectures to the Laity.

STEGEN, EDWARD F. "Report on National Health Assembly." *Journal of the Tennessee State Medical Association*, Nashville, Vol. 41, May 1948, pp. 164-181. 20 cents.





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*What Social Security Can Mean to the South*, by Ellen S. Woodward (July 1945)

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*Temporary Disability Insurance Coordinated With Unemployment Insurance*, by Arthur J. Altmeyer (March 1947)

